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ABSTRACT

This report presents the findings and recommendations of an Early Childhood Development Task Force established in 1974 by Governor Straub of Oregon. The Task Force was established to study the need for a centralized structure or agency to determine policies and plan programs in child development for Oregon. The Task Force was also requested to submit recommendations for the design of such a structure. In determining need, the Task Force considered both the problems and needs of families and the ability of existing structures to meet those needs. According to the report, a need for a centralized structure did exist. As a result, the Task Force recommended the establishment of an independent Office for Children to function within the Governor's Office. In addition, the report recommended the establishment of district and local councils to function cooperatively with the State Office. Also included in the report are recommendations for the development and functions of these structures as well as analyses of present policies and problems facing children and families in Oregon. Appendices cover various aspects of the operation of the Task Force. (BD)

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"What is it that we have to do to let our children grow?"

A REPORT BY THE GOVERNOR'S TASK FORCE ON EARLY CHILDHOOD DEVELOPMENT

PS 009671

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Picture on Front Cover courtesy of the Early Childhood Project of the Education Commission of the States, Denver, Colorado

"What is it that we have to do to let our children grow?"
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PLANNING FOR OREGON'S FUTURE:
MAKING POLICIES AFFECTING CHILDREN

Report to Governor Robert W. Straub
State of Oregon
Pursuant to EO 76-7
December 1976

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EARLY CHILDHOOD DEVELOPMENT

555 13th STREET N.E., SALEM, OREGON 97310 PHONE 378-4185

The Honorable Robert W. Straub
Office of the Governor
State Capitol Building
Salem, Oregon 97310

November 30, 1976

Dear Governor Straub:

Oregon has been a pacesetter in the areas of energy and land use planning and conservation. Now Oregon has the opportunity to be a leader in conserving and enhancing people resources.

Your Executive Order directed the Task Force on Early Childhood Development to determine the most appropriate design for a structure to plan in the interest of all children in Oregon, and to report our recommendations by December 15, 1976; a final report of our activities and accomplishments is due by April 30, 1977. On behalf of the Task Force, I am pleased to present the preliminary report you requested.

The Task Force has involved hundreds of Oregonians in its work. We met with citizens around the state in "town meeting" fashion, similar to your approach to important problems. In-depth interviews were conducted with state and local agency administrators and elected officials. We have obtained input from group presentations, and have mailed a total of nearly 5,000 questionnaires to persons around Oregon.

In your Executive Order, you asked state agencies to cooperate and provide staff support to the Task Force. I am pleased to report that we have had enthusiastic cooperation from the Department of Education, Divisions within the Department of Human Resources, and the Governor's Commission on Youth. Without the expertise of the staff assigned by these agencies, our work would have been much more difficult.

You told us to report regularly to the Governor's Commission on Youth, to Legislative Committees, and to the 59th Legislative Assembly. We have established close communication with the Commission, and it has endorsed our recommendations. We have reported to the Interim Committee on Human Resources and other Legislative Committees and Task Forces. Copies of this preliminary report will be provided to members of the Legislature prior to the time it convenes.

The questions pursued by the Task Force during the past two years are among the most important - and the most taxing - in our society. It has been an extremely difficult task. But I have been deeply impressed with the willingness of the Task Force members and the citizens of Oregon to struggle with these complex issues, and their conviction that we must find a more efficient and effective way to help families provide for their children.

We thank you for the opportunity to work for the families and children of Oregon, and look forward to discussing our recommendations with you in the near future.

Sincerely,

Muriel Goldman

Muriel Goldman, Chairperson

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SUMMARY

REPORT OF THE GOVERNOR'S TASK FORCE ON EARLY CHILDHOOD DEVELOPMENT

Report Background

The Early Childhood Development Task Force was created in December 1974 in order to address two questions: 1. Is there need for a structure to bring coherent planning to Oregon's various policies and programs on child development? 2. If so, what should that structure be?

Following a year of extensive research and deliberation, the Task Force issued a December 1975 report concluding that there is a need for such a structure. In doing so, the Task Force noted that Oregon's resources are directed more toward remediating children's developmental problems than preventing them. It recommended that the State create an independent Commission for Children with local and area counterparts to be known as councils.

The year of work leading to the December 1975 recommendations was considered Phase I of the Task Force mission. Phase II began in February 1976 when Governor Straub extended the term of the Task Force so it could further refine its recommendations by the end of calendar year 1976. Those refinements to the first-year recommendations are the essence of the report summarized here. Their introduction and support in the 1977 legislative session will constitute Phase III of a joint effort between the Task Force, the Governor, the House Committee on Human Resources, and other interested citizens and officials.

Findings and Conclusions

In its research and deliberations, the Task Force looked at two categories of need: 1) the actual needs and problems plaguing Oregon's parents and children, and 2) the effectiveness of the State's structures and processes in meeting these needs.

The Task Force finds abundant evidence that the problems of children and

families have been dramatically increasing. The Task Force concludes that special efforts must be directed toward improved nurturing of children in the critical developmental span from prenatal existence to four years old. The Task Force also finds that the State's structures for supporting child development are not as effective as they could or should be. In reaching this conclusion, the Task Force notes three especially significant problems:

1. The probable long-range impact of public policies and action affecting children and families are not sufficiently examined in advance.
2. Parents and officials at the local level do not have enough voice in the formation of state policies and actions that affect children and families.
3. Systematic, coherent policy-making and planning in Oregon have not taken place because no single structure or process exists to make such a cohesive approach possible.

Program Recommendations

As a result of its findings, the Task Force recommends that the State of Oregon create an Office for Children in the Governor's Office. The new office will be guided by a policy board and tied in with mutual support to local communities by a structure of District and Local Councils for Children. Using input from its policy board and the councils around the state, the Office for Children will provide a structure for planning long-range goals and program policies; for enhancing intergovernment cooperation; for collecting and distributing information; and for stimulating citizen awareness and dialogue on the needs of young children.

It is imperative that the Office for Children be situated in the Governor's Office or at a similar vantage point in state government. Buried in a service delivery agency like the Department of Education or the Department of Human Resources, it would have neither the detachment nor the perspective it needs to examine these and other service resources and, further, to recommend measures by which they can better respond to the developmental needs of young children.

As proposed here, the Office and Councils for Children constitute a three-level structure. The Office for Children and its policy board will function at the state government level. An interim-level District Council for Children will function in each of the fourteen administrative districts of the state, and various communities or neighborhoods will form Local Councils for Children. District Councils will be made up of delegates from local

councils; the state-level policy board will be made up of delegates from the district councils, officials from state government, and public members appointed by the Governor.

In addition to developing long-range policies and goals for child development, the Office for Children will help district and local councils organize. In a variety of ways, the office will support the efforts of local councils. For example, the office will provide staff support directly or by contracting with the local councils, and will fund technical study committees composed of knowledgeable people in a number of fields. Local child service structures already in existence, such as the 4-C Councils, could function as local Councils for Children if they meet necessary criteria.

In the first biennium of its existence, the Office for Children will focus on two broad efforts: 1) organizing itself and the Councils for Children around Oregon, and 2) beginning to analyze existing policies and programs and facilitating policy direction from Oregonians through the council structures. An Interim Board for the office will be appointed by the Governor. Strong local councils are considered the most important element in the entire structure under recommendation, so during the initial stages, particular emphasis will be directed toward local council development.

To begin development of the Office for Children, funds will need to be appropriated by the Legislature. The Task Force is recommending a proposed budget for the first biennium, described in detail on pages 68 and 69 in the Appendix of this report.

INTRODUCTION

The Task Force on Early Childhood Development was established on December 24, 1974. The Governor directed the Task Force to determine whether a new structure was needed to plan more effectively for children in Oregon; if so, the Task Force was to design that structure.

During the preceding years, an increasing number of people expressed serious concerns about how programs affecting children were planned and managed; how priorities were set; the extent of duplication, fragmentation and gaps in services and planning; and the lack of responsiveness to needs determined by communities. For example, programs in the Department of Education, the Department of Agriculture, and the various Divisions of the Department of Human Resources were not coordinated, had differing goals, and sometimes worked at odds with each other. Millions of dollars were spent to correct problems; little attention was paid to prevention. Vast resources were committed to older children; very small amounts were spent on children from conception through age four. Programs in various federal, state and local agencies often compounded the problems they were supposed to correct. More seriously, there appeared to be no overall plan or policy, and no single agency in government could be held accountable for this lack.

As these concerns grew, the problems of families and children also increased dramatically. Oregon and the nation experienced family breakdown and serious problems among children of all social and economic classes at an unprecedented rate. By 1975, even national news magazines -- Time, Newsweek, and U.S. News and World Report -- were running feature stories on the plight of families and children. It was becoming apparent that our efforts to improve family conditions and ameliorate factors detrimental to child development were failing. Moved by this realization a group of citizens and state and local officials, through the Governor's Commission on Youth,

requested the Governor to establish the Task Force on Early Childhood Development, which the Governor did. The U.S. Office of Child Development, sharing many of the concerns of these Oregonians, provided funds for the required study. The Oregon State Legislature tabled a proposal to establish a similar study group, and requested that the findings and recommendations of the Task Force be presented to the next Legislative Assembly.

During its first year, the Task Force studied the need for a new or revised governmental structure to obtain coherent statewide policy on child development. Intensive study, fact-finding, and citizen input lead to the conclusion that it would require a new structure to examine and act on these problems and issues. The Task Force reported their findings in January 1976. A summary of the work of the first year, including the problems identified, major areas that need to be expanded or strengthened, and Task Force conclusions and recommendations, is contained in the Appendix on pages 53 through 56. Copies of the full report to the Governor are available on request.

In February, 1976, Governor Straub directed the Task Force to continue its work a second year to formulate the design of the structure. A preliminary report was to be submitted to the Governor on or before December 15, 1976 describing findings and possible legislative recommendations.

Hundreds of interested Oregonians assisted in designing the structure recommended in this report. Individuals and organizations testified at Task Force meetings; 2,500 individuals were surveyed by questionnaire; agency administrators, planners and elected officials were interviewed at length.

Although many differences of opinion had to be resolved by the Task Force, there was surprising agreement on one point: 85% of those surveyed and most of those interviewed supported the intent and concept presented by the Task Force.

Thus, the Task Force on Early Childhood Development grew from a broad base of concerned Oregon citizens to address some of the most complex and important questions our state must face. If young adults are to be prepared for the critical role of parenthood, if family stress is to be reduced, and if Oregon's children are to be provided with the best possible opportunities for their development, we must find truly new approaches to formulating public policies and programs which affect child development in Oregon.

RECOMMENDATION:

THAT AN OFFICE FOR CHILDREN WITH DISTRICT AND LOCAL COUNCILS BE CREATED TO PROVIDE COHERENT PUBLIC POLICY FOR CHILD DEVELOPMENT IN OREGON.

The Office and Councils will:

-- increase public attention and commitment to the prevention of disabling conditions and enable the fullest development of children.

-- provide an orderly system for citizen participation in all phases of public policies, laws and actions affecting families and children.

-- enable citizens to establish community and statewide goals for families and children, and provide an identifiable decision-making process in response to local goals and priorities.

-- promote community and statewide dialogue and problem-solving on behalf of families and children.

-- ensure that the creativity and energy of communities are utilized to strengthen families and enhance the development of children.

-- provide communication and coordination between state and local agencies serving families and children.

-- provide information to decision makers, agencies and the public concerning public priorities and actions affecting families and children.

DESIGN OF A STRUCTURE FOR STATEWIDE PUBLIC POLICY

IN CHILD DEVELOPMENT

DESIGN OF A STRUCTURE FOR STATEWIDE PUBLIC POLICY IN CHILD DEVELOPMENT

The Governor's Task Force on Early Childhood Development recommends that an Office for Children be established within the Office of the Governor, with District and Local Councils in each area in Oregon.

The Task Force makes this recommendation because it concluded, after two years of study, that Oregon needs a structure which can plan in the interest of all children. This structure must have a vantage point in government enabling analysis of public policies affecting families and children and facilitating measures to strengthen families and enhance child development.

The Task Force recognizes that this is an ambitious recommendation. However, we are convinced the problems are sufficiently severe that these steps are required. We know that most of the hundreds of citizens who have worked with us during the past two years agree.

PURPOSES OF THE OFFICE AND COUNCILS FOR CHILDREN

The Office for Children and its councils will: (1) enhance orderly, systematic citizen participation in all phases of the development of public policies, laws and actions that affect families and children in Oregon; (2) provide an identifiable decision making process in response to the recommendations and priorities of local communities.

The Office and Councils for Children would:

(a) focus the attention of decision makers and the public on the critical early years of childhood, and promote the prevention of developmental problems;

(b) establish community goals for families and children, and based on these community goals, develop statewide goals;

(c) work to integrate and/or coordinate the activities of all organizations in Oregon which are concerned with children and their families in support of statewide and community goals;

(d) formulate and recommend policies that provide increased coherence and effectiveness to laws, delivery systems, and public programs which affect children and their families;

(e) examine state and local budgets to determine how well they support community goals for children, and inform the Governor, Legislature, and public;

(f) advocate for opportunities which can enable families to function more effectively.

Three new, vital elements would be added to the present processes of policy development and program planning:

(1) Oregon would invest in preventive, not only remedial, programs;

(2) citizens, community groups, and local government would influence each step of the planning process;

(3) local citizens would have a clear channel for their concerns from the local through the district and state level directly to the Governor and Legislature.

To accomplish these purposes and activities, the Task Force recommends that the Legislature: (1) create an Office for Children at the state level, with a District Council for Children in each of the 14 administrative districts, (2) provide funds to the Office for Children to assist in development of Local Councils in communities which choose to develop and maintain such councils.

The Governor's Task Force on Early Childhood Development urges that

the State Office for Children be established within the Office of the Governor. The Office for Children would not be part of, or attached to, any agency that delivers, regulates or manages services such as the Department of Human Resources or the Department of Education. The job requires the capacity to examine how these two major systems impact on children and families, and to determine how state laws, standards, rules and actions can be formulated so that both the educational and human services systems, together with the private and other sectors, can become more efficient and responsive to children and families.

The state, district and local levels each have unique primary purposes and activities which are listed as follows:

A. State Level

1. provide funds and technical assistance for the development and operation of District and/or Local Councils;
2. gather and organize information regarding children and families, and provide this information to Local Councils, to decision makers and to the public;
3. obtain information from Local Councils concerning needs and conditions and develop recommendations for public policies, laws and actions which affect children and families based on this information;
4. based on local goals, develop statewide goals for families and children for adoption and use by decision makers
5. work to help achieve the goals for families and children developed by the citizens of Oregon.

B. District Level

1. support the development and maintenance of Local Councils for Children;
2. organize and sponsor conferences or other processes by which the Local Councils will elect a member and alternate from the district to serve on the State Board of the Office for Children;

District Level Continued

3. hold district forums at least twice a year to discuss issues and problems which affect families and children and convey findings and recommendations to the State Office and Board.

C. Local Level

1. select a representative and an alternate to serve on the District Council for Children;

2. provide forums for public dialogue to establish local goals for families and children;

3. study local needs of children and families, inventory resources, develop priorities and a plan of action in relation to local goals for children;

4. develop plans and recommend policies for the more effective operation of delivery agencies, including linkage and communication between local government, public and private agencies and citizen groups to achieve the goals which local citizens have established;

5. provide information to the State Office for Children and to citizens about local conditions, needs and problems which affect children and families;

6. focus public attention on the prevention of developmental problems and the importance of the early years of childhood, and identify specific preventive actions that can be taken locally;

7. take whatever other action is deemed necessary and appropriate to achieve local goals for families and children.

COMPONENTS AND COMPOSITION

I. State level Office for Children

A. A policy board consisting of 23 members

- 4 members, including the Chairperson, chosen by the Governor
- 14 members, one elected from each of the administrative districts
- 1 State Senator, appointed by the Senate President
- 1 State Representative, appointed by the Speaker of the House
- The Superintendent of Public Instruction
- The Director of the Human Resources Department
- The Administrator of the Intergovernmental Relations Division

B. An administrator to carry out the policies and directions established by the State Board of the Office for Children and such staff as are authorized by the Board within funds available;

C. Assigned staff to enhance communication and maximize resources - State agencies and private business may be asked to assign staff to the Office for Children for specific periods of time or for specific assignments;

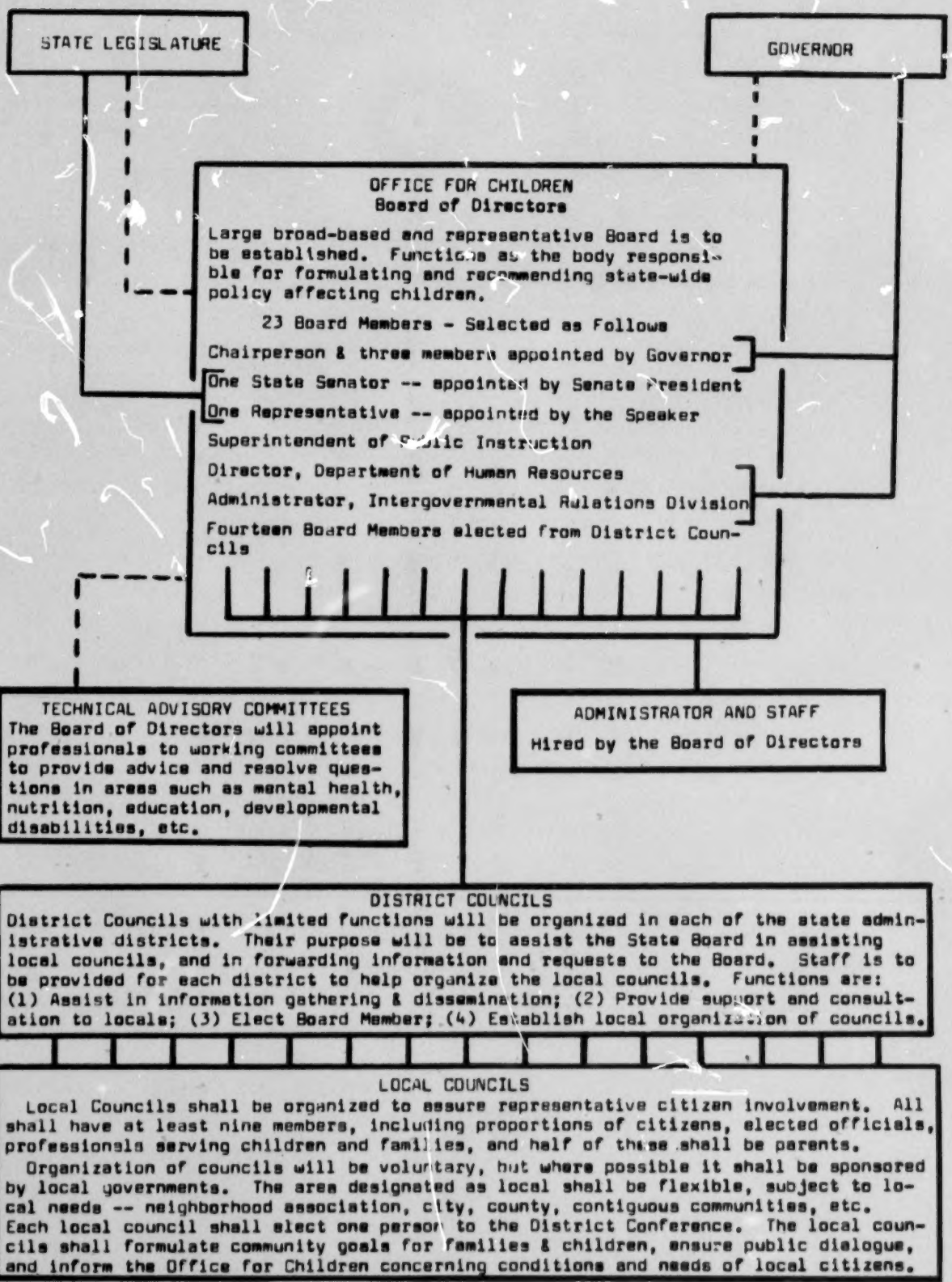
D. Professional Advisory Committees and work groups to advise on special problems and issues, and to work on proposals for the Board's consideration. These committees will provide critical linkage and communications to other sectors. Examples of these special areas might be: tax policies and economics; the role of business and labor; community relations; governmental planning and intergovernmental cooperation; specialized service areas such as mental health, health, nutrition, recreation, day care and child development programs, and special programs in education.

II. District Councils for Children

A. District Councils shall be composed of members of the Local Councils, organized on whatever basis is determined by the community to be most appropriate for that region of the state. Some communities have indicated that their District Council for Children would serve as the Local Council, which would be acceptable if the organization meets the criteria established by the Legislature and/or the State Board of the Office for Children

B. District staff will be employed and supervised by the District Council, probably under a contract from the State Office for Children.

REPRESENTATION ON BOARD OF OFFICE FOR CHILDREN


STATE LEGISLATURE
GOVERNOR
OFFICE FOR CHILDREN
Board of Directors
Large broad-based and representative Board is to be established. Functions as the body responsible for formulating and recommending state-wide policy affecting children.
23 Board Members - Selected as Follows
Chairperson & three members appointed by Governor
One State Senator -- appointed by Senate President
One Representative -- appointed by the Speaker
Superintendent of Public Instruction
Director, Department of Human Resources
Administrator, Intergovernmental Relations Division
Fourteen Board Members elected from District Councils
TECHNICAL ADVISORY COMMITTEES
The Board of Directors will appoint professionals to working committees to provide advice and resolve questions in areas such as mental health, nutrition, education, developmental disabilities, etc.
ADMINISTRATOR AND STAFF
Hired by the Board of Directors
DISTRICT COUNCILS
District Councils with limited functions will be organized in each of the state administrative districts. Their purpose will be to assist the State Board in assisting local councils, and in forwarding information and requests to the Board. Staff is to be provided for each district to help organize the local councils. Functions are: (1) Assist in information gathering & dissemination; (2) Provide support and consultation to locals; (3) Elect Board Member; (4) Establish local organization of councils.
LOCAL COUNCILS
Local Councils shall be organized to assure representative citizen involvement. All shall have at least nine members, including proportions of citizens, elected officials, professionals serving children and families, and half of these shall be parents.
Organization of councils will be voluntary, but where possible it shall be sponsored by local governments. The area designated as local shall be flexible, subject to local needs -- neighborhood association, city, county, contiguous communities, etc.
Each local council shall elect one person to the District Conference. The local councils shall formulate community goals for families & children, ensure public dialogue, and inform the Office for Children concerning conditions and needs of local citizens.

III. Local Councils:

The Task Force recommends that criteria set by the Legislature include:

1. Local Councils will be recognized in any community that can mobilize and maintain a council that meets other criteria; the councils will be voluntary, and dependent upon the interest of local citizens;
2. councils will have at least nine members organized to assure representative citizen involvement including but not limited to:
    a. at least 50% local citizens not listed in b. and c.
    b. elected officials
    c. professionals serving children and families
3. at least 50% of the total council membership shall be parents;
4. councils may be sponsored by local government or may be organized by representative citizens;
5. existing local organizations that meet criteria, if the community requests, will be recognized by the state office as the official Local Council for Children;
6. the area designated as local will be flexible to meet the range of conditions throughout the state. For example, the following would be acceptable: county or city government; neighborhood association, contiguous communities; school district, sub-district or attendance area; Intermediate Education District.

ADDITIONAL CRITERIA AND FUNCTIONS

The Office for Children and councils must have additional important characteristics and functions listed on pages 56 thru 61 in the Appendix. These were adopted after review by several thousand Oregonians -- citizens and planners -- and each is essential if the Office for Children is to be effective.

PHASE-IN OF OFFICE AND COUNCILS FOR CHILDREN

PHASE-IN

For the first biennium, the Task Force proposes that the Legislature establish an Interim Board of the Office for Children. The Interim Board would have 18 members appointed by the Governor, four from the Task Force on Early Childhood Development and 14 members, one from each administrative district, selected from a list of individuals who represent groups and organizations concerned with children and families but not involved directly in the delivery of services. The list of prospective appointees will be based on review and recommendations by interested groups and organizations, and will be submitted to the Governor by the Chairperson of the Governor's Task Force on Early Childhood Development.

A Technical Advisory Committee to the Interim Board will be appointed, to consist of the Superintendant of Public Instruction, the Director of the Human Resources Department, the Administrator of the Intergovernmental Relations Division, the Chairperson of the Governor's Commission on Youth and the Chairperson of the State 4-C Council. These persons will be able to utilize the divisions or organizations with whom they are related to bring their expertise to bear on specific problems the Interim Board will face.

During the first year, the Interim Board would

I. Accomplish organizational tasks

A. hire an administrator and authorize state and district staff to carry out the policies of the Board

B. assure citizen caucuses in each district in Oregon, analyze the results of these caucuses, and re-submit recommendations to local citizens concerning the development of:

1. criteria and procedures for the organization of District and Local Councils for Children (may be synonomous)
2. statements of operating relationships between the Local and District Councils and the Office for Children

C. determine what citizens believe should be the goals for families and children in Oregon, and formalize these into goals for the Office for Children

D. make professionals available to local groups as they formulate their goals for children

E. develop a framework for use by Local Councils when they develop plans for actions which affect families and children

F. establish linkages to local government, including determining whether local government will sponsor Local Councils

G. develop with local groups the procedures for selection of district representatives and alternates to serve on the State Board of the Office for Children

H. propose methods for assuring communication and linkage to public and private agencies

II. begin certain preliminary policy development activities

A. analyze the conditions, laws and programs which currently affect children and their families in Oregon and disseminate findings to the public and specifically to Local Councils for Children

B. publish and distribute a newsletter concerning state and federal programs and developments which affect children and families in Oregon

C. publish a directory of services available to children and families in Oregon

THE DEVELOPMENT OF LOCAL COUNCILS FOR CHILDREN

The Task Force is convinced that Local Councils are the most important element in the system we are recommending. The ultimate goal is a community that cares about and has the capacity to provide opportunities for its families and children, whether through its own resources alone, or augmented from the state or federal level. A prerequisite for this goal is the greatest possible dialogue to raise awareness concerning local circumstances of families and children, and to identify issues that need to be studied and resolved.

Local Councils also are critical because:

(1) efforts to prevent developmental problems, enrich childhood and strengthen families will have the best opportunity for success if these efforts are rooted in each local community

(2) in the longer view, coherence in policies and coordination of services can best evolve if shaped at the level closest to the families and children and if those affected have a voice in these policies and programs

(3) citizen participation ultimately can produce a better product because questions are asked which many professionals do not think about or do not consider important

The final design required that members of the District Council be members of, and selected by, Local Councils; and that the 14 members of the State Board must be members of, and selected by, the District Councils. Before this can

happen, Local Councils for Children must be operational. Local Councils will need to be organized, with a list of members and officers, a mailing address, and a set of by-laws to regulate their own affairs. The by-laws would include the method each Local Council will use to select its representatives to the District Council for Children.

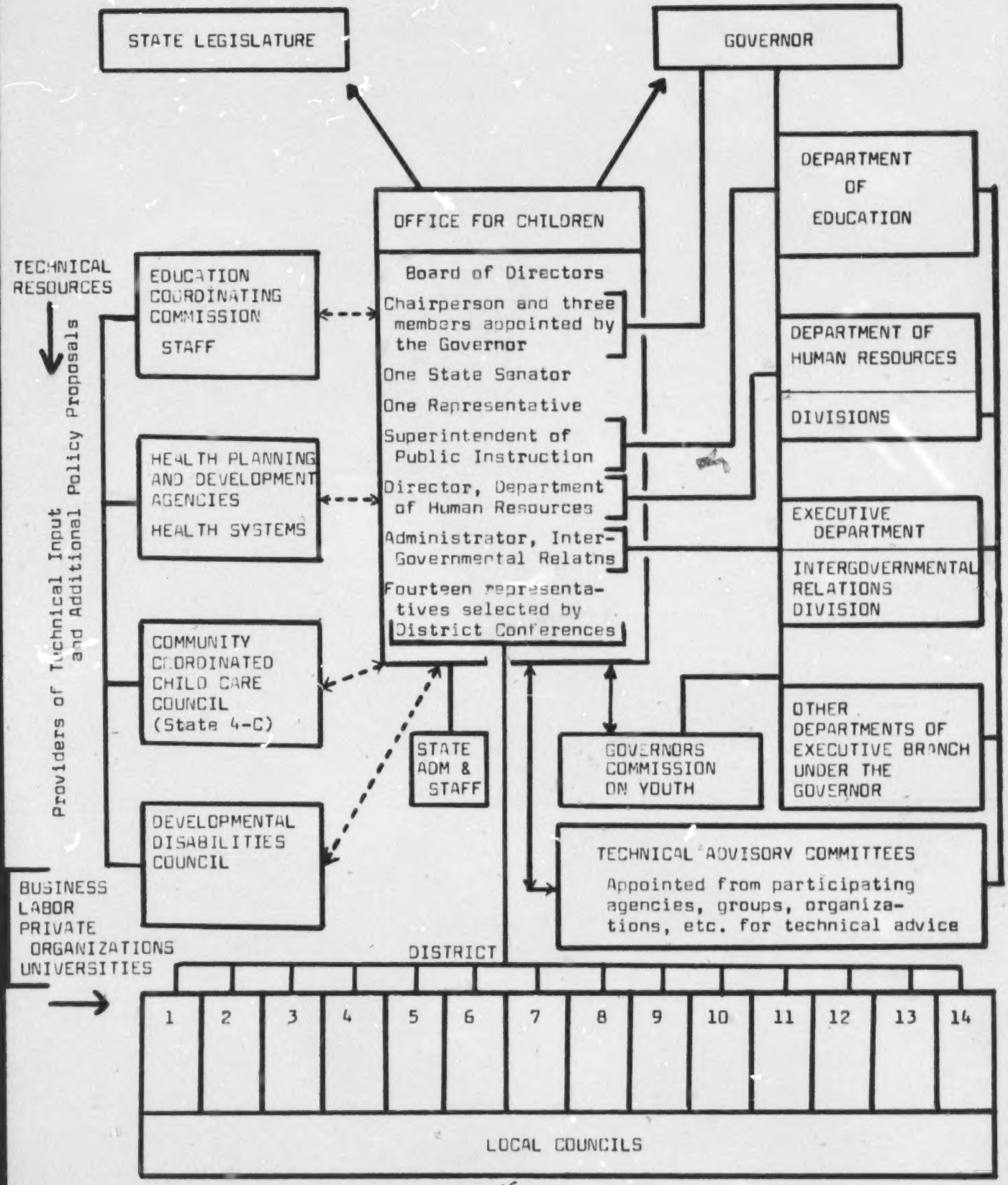
To have validity, durability and impact on local and state level decision makers, Local Councils will need to meet criteria established by the Legislature, and be formally recognized by the State Office for Children. 4-C Councils or other existing organizations which meet these criteria may be recognized as the Local or District Council for Children, if the community so desires and requests.

The first major product of Local Councils should be a statement of local goals for families and children. The Local Councils should set about clarifying and obtaining community commitment to a statement of these local goals by holding public meetings, sponsoring workships for professionals of public and private agencies, seeking response from local elected officials, and engaging in other activities which enable the positions adopted by the Council to be sanctioned by the local community.

A critical task will be the selection of persons by the Local Councils to serve as representatives to the District Council; the District Council will in turn select members to serve on the Board of the State Office for Children. The primary responsibility of the Interim State Board and staff will be working with local communities to see that this is accomplished. Until the Local Councils are sufficiently organized to complete the selection process, there can be no final Board.

During the early organizational phase, staff assistance and administrative expenses would be provided to the Local and District Councils by the Interim Board and staff of the State Office for Children. Within available funds, the State Office would also contract with District and Local Councils when they are sufficiently organized, so that the Councils themselves can direct the accomplishment of necessary activities. District staff will work with communities to develop operational District and Local Councils. When councils are sufficiently organized, district staff will be hired and supervised by the councils. In this way the State Office can assure that Legislative intent is carried out, while providing sufficient flexibility and control to Local Councils.

LINKAGE AND COMMUNICATION



In summary, the Task Force is proposing that Local Councils develop in three phases:

I. Organizational phase culminating in official recognition of the Local Council by the State Interim Board for Children and the selection of a representative and alternate to the District Conference or Council

II. Preplanning phase culminating in a statement of local goals for children and families formally adopted by the Local Council for Children

III. Policy development, program planning and coordination phase during which the Local Councils work to convert local goals into action plans, and can contract with the State Office for Children, as funds are appropriated by the Legislature for the support of District and Local Council activities.

TASK FORCE CONCLUSIONS

TASK FORCE CONCLUSIONS

I. CONCLUSIONS CONCERNING PUBLIC POLICIES WHICH AFFECT FAMILIES AND CHILDREN

Programs for families and children are the products of complex political processes.

Decisions about these programs are based on policies which are often conflicting, confusing and fragmented.

Policies evolve continuously, and are based on changing attitudes, on new but always imperfect knowledge and on varied opinions and beliefs often held strongly by concerned individuals.

Federal decisions often determine in whole or in part state and local policies and programs. Oregon needs to be able to affect these federal decisions as they are being developed.

Local citizens, communities and government frequently are in the best position to know the needs of citizens, to develop and implement programs, to remedy conditions which increase family stress and to provide opportunities which can enable families to operate effectively and independently for their children.

Policy setting is the function of the legislative branch of government, while implementation - including planning - is the function of the executive branch; however, each branch of government at the federal, state, and local levels participate and contribute to the development of public policies which affect families and child development.

The development of policies concerning families and children, and the decisions which result from these policies, are the most important activities of any society.

II. CONCLUSIONS CONCERNING CHILD DEVELOPMENT

The first three years of a child's life are critical -- poor physical and emotional health and nurturance for the mother and child during pregnancy and a child's first three years may produce irreversible damage -- whereas good health and care for the mother and child enhances the child's development.

The family is the primary and most fundamental influence on a young child's development.

Expectations on parents are very high, while rewards from society are few.

Families are under more stress than at any time in the history of our nation.

This stress is shown in the increasing incidence of drug dependence among pre-teenagers, family breakdowns, runaways, children born to mothers in poor health, suicides of children, crime among youth, child abuse, children who develop with problems which could be prevented or corrected, and other mental and physical problems among young children and their parents.

Raising children, while sometimes delightful and rewarding, is often a lonely, burdensome task; being a parent requires great skills and strength.

Raising children takes all the time, money and energy that the parents can muster, especially if the parents are teenagers or young adults.

The ability of families to raise their children is affected by policies and decisions in all parts of society.

Our state and nation do not examine how policies and actions interrelate to affect families and children, resulting in fragmented, crisis and illness-oriented public reactions; society needs to analyze whether its public policies help, ignore or contribute to the problems of families and children.

III. CONCLUSIONS CONCERNING ACTION FOR FAMILIES AND CHILDREN IN OREGON

During the past several years new organizations have developed which are attempting to identify needs more accurately, to expand citizen participation, to plan and improve services and in other ways to strengthen the local community's role in problem solving and decision making.

These new organizations and activities are also trying to improve state and national policies and programs which affect families and child development.

Among these new groups and organizations are the Education Coordinating Commission; State, District and Local Community Coordinated Child Care organizations; regional and local Mental Health and Children's Services Offices and citizen advisory groups; Regional Health Planning groups; a variety of local commissions and councils concerned with services to children and their families.

Other agencies are seeking broader participation of citizens; for example, the Task Force on Education for the Handicapped; the needs assessment process of the Department of Human Resources; the Task Force on Venereal Disease of the Governor's Commission on Youth.

Dollar resources for families and children are limited; human resources are also scarce, especially skilled professionals and knowledgeable community volunteers.

Millions of dollars are spent by federal, state and local government in Oregon each year for families and children; while most programs are necessary and many are effective, much confusion and inefficiency are created by overlapping planning jurisdictions and by the lack of coherent overall policies and plans.

Many affected people do not know by whom or how decisions are made.

Most resources go into remedial efforts; practically none into preventing the conditions which result in developmental problems in childhood.

The planning and policy activity in Oregon during the past few years is part of a developmental process which is occurring nationally as well as in our state.

Any new or modified structure should have the responsibility to aggressively inform the public and decision makers of the critical importance of the first three years in a child's life; address the conditions which enhance or weaken the effectiveness of the family and the development of children; to encompass in a positive way existing groups designed for these purposes and to support and use the ingenuity and sensitivity of local communities to the greatest extent possible.

Oregon needs a structure at the state, district, and local level to develop public policies and actions which affect children and families, and to bring coherence to current planning and advocacy activities within the state.

DESCRIPTION OF THE PROBLEM

THE PROBLEM

The Governor, in his Executive Order, requested the Task Force "to determine the need and composition of a structure to develop statewide planning in the interests of all children in Oregon". In order to justify a recommendation for any new governmental structure, three questions had to be answered affirmatively during our first year;

1. Is there a serious problem concerning Oregon's children - especially our young children?
2. Is there a serious problem concerning the structures and processes for planning for children in Oregon?
3. Can a structure and process be designed which has the potential to improve the conditions concerning our children, and the way Oregon goes about developing policies and public programs which affect our children?

The first two questions were discussed in detail in our first report to Governor Straub in December, 1975, but will be reviewed briefly here.

I. Is there a serious problem concerning Oregon's children - especially our young children? YES - Definitely!

The period of a child's life from conception to the fourth birthday is critical in a child's development. And the family - the parents, especially the mother - is the single greatest influence on a child during this time.[1] New research and evidence support these facts conclusively. Specialists in child development reaffirm that the family is the most effective, efficient, and economical social institution for raising children. It makes sense that, in every way possible, society help young citizens prepare for parenthood, and provide opportunities that can enable families to function effectively.

Whatever efforts the nation and Oregon have made have not been sufficient or successful. Within the past few years problems of families and children -- in every economic and social class -- have reached epidemic proportions. Extreme stress and complete family breakdown are increasingly common. The statistics for "middle class" families are now more serious than those associated with poverty and minority families in the middle '60's. Nationally there are more than a million runaways annually; reported incidences of child abuse is increasing rapidly; among 11, 12 and 13 year old children serious crime and dependence on alcohol and other drugs is increasing; the birth rate is decreasing among all women except for new mothers under age 15; the infant mortality rate continues

[1] The term "family" is used here to refer to any adult arrangement that has as one of its functions the physical, psychological, emotional and educational nurturing of an infant or child.

high, and the infant morbidity rate - much of which is preventable - also continues high. Serious problems are increasing so rapidly that much data compiled as recently as three years ago are obsolete.

The current national crisis of families and children was highlighted late last year in cover stories of national news magazines, including Time, Newsweek, and US News and World Report. These magazines point out that, while it is true that mental health and social problems always increase during periods of recession and unemployment, the recession of the past few years could not account for the increase and serious nature of the problems among families and children.

What about Oregon? Does this state, with its rich natural resources and energetic population, reflect the serious problems in the rest of the nation? Indications are that we do.

No agency or official is charged with the responsibility of developing an annual or biennial report about the "state of the family and children in Oregon". In fact, no agency is charged with the responsibility of organizing information already available in the Departments of Human Resources and Education.

Almost all human service programs are corrective in nature, as are many programs in education. While remedial services have increased rapidly during the past few years, serious problems have increased even faster.

A few examples are cited below to demonstrate this increase.

During 1975 in Oregon -

- of 33,438 births: 285 were stillborn; 330 infants died during their first 4 weeks, and 158 more died before age one year; experts project 1,000 will be mentally retarded, 60 will have cerebral palsy and more than 300 will have learning disabilities. Many of these tragedies could be avoided.

- over 11,000 births were to women in high risk categories; 67 new mothers were under 15; 5,206 were aged 15-19 (age 15 and 16 are definitely high risk; 17-18 are less so); 1,064 were age 35 or older; 4,768 infants were the mother's fourth child or more.

- in addition, malnutrition, toxemia and other conditions of high risk to the infant are frequent; even in high risk situations, early prenatal care can help markedly; nevertheless, 276 mothers had no prenatal care; 1,280 had care only in the last three months of pregnancy; 511 births were outside a hospital or clinic - nearly twice the 1970 rate; 266 were not attended by a licensed practitioner - the neonatal death rate is nearly double for out-of-hospital or clinic births.

- although premature birth is of particularly high risk to the infant, between 1971 and 1975 in Oregon, only about 25% of premature births were in hospitals equipped for this condition.

- of 121,000 women who might have utilized family planning services; only 39,500 were served by publicly subsidized family planning clinics, every one of which has a waiting list.

- for every 10 marriages, 8 divorces were granted - on an average day there were 53 marriages and 43 divorces; 6 of 10 divorcing couples had children at home; divorces granted last year affected 15,563 minor children - a third more children than during 1970, and 4 times as many as during 1960 -- a 400% increase in 15 years!

- more than 6,500 children were reported as runaways by juvenile courts last year - most runaways are not reported.

- 3,400 children were publicly recorded in out-of-home care; 17% of foster children were under 6 years of age; 58% are teenagers, and close to parenting age themselves.

- 555 children were reported physically beaten and abused; 295 were under 6 years of age; in the first half of 1976, 479 cases of child abuse were reported, 188 under age 6 - by contrast[1], during 1972, 341 cases of child abuse were reported, 212 under age 6.

- although a third of all learning disabilities could be prevented or corrected by appropriate care during the preschool years[2], Oregon's voluntary kindergarten program serves only 58% of Oregon's 33,000 preschoolers; 112 of 310 school districts offer kindergarten. Another 5,000 children have experience in special federal programs such as Headstart and Title I Preschool. Among the other 9,000, problems are rarely detected for referral and early remediation.

- thru the needs assessment conducted by the Department of Human Resources Oregon learned that: fifteen populous counties consider child rearing and parent-child relationships a major concern; neglect and abuse of children ranked second in statewide priorities, behind aging; day care, even when defined very narrowly as a place to put a child so the parent can work, ranked in the top ten percent of county priorities.

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[1]Although incidences of reported child abuse have increased dramatically since a child abuse reporting law became effective in September 1975, evidence indicates that reported cases do not approach the total number of children seriously abused in Oregon each year.

[2]Crisis in Child Mental Health: Challenge for the 70's, Joint Commission on Mental Health for Children, 1970.

Given the rapid increase in the number of many serious problems of children and families, it is little wonder that services and programs have failed to keep pace. Members of the Task Force are convinced that Oregon must find new approaches to the problems of its citizens, and -- most importantly -- must begin to pay meaningful attention to the prevention of problems and to how families and children can function more independently and effectively. Our society must do much more than respond to problems after they are at serious or crisis levels. Increasing the number of corrective or ameliorative programs -- even though necessary in the short run -- should not be the only response that Oregon makes to these increasing problems. In addition, focusing only on "coordination" and "efficiency" will not identify - and certainly can not correct - the more fundamental problems which cause family stress and breakdown.

Oregon should have an ongoing ability to analyze in depth what is behind these state and national statistics, and what public actions strengthen or weaken family functioning. The strongest conviction of the Task Force is that the effect on families of public policies, decisions and actions ought to be examined in advance and on an ongoing basis; that examination and dialogue should occur at each decisionmaking level - federal, state, regional, county, and especially in the local community; that the family not be an incidental or secondary consideration but should be the major focus of this examination; and that an adequate structure intended and designed to address broad public issues and policies that affect families and children must be established in Oregon.

II. Is there a serious problem concerning the structure and processes for planning for children in Oregon? YES - Definitely!

A. The current state and local picture:

The answer to this question is "yes" whether one talks to state planners, local officials, or the parents who are affected by statewide policies and programs.

From the viewpoint of the parent and the local official, the most serious problem is that they have no say in decisions. The Task Force concurs that, since families and children live in communities, the development of strategies for preventing their problems must be rooted in and responsive to the community. We consider Local Councils the most important part of our proposal.

From the viewpoint of statewide planners, the problem most frequently cited is the lack of a coherent public policy pertaining to families and children. The Task Force concluded that the major reason there is no coherent public policy in these areas is that there are no organized policy development processes.

The lack of policy planning is understandable since no agency or organization in the State is charged with the responsibility for doing policy research and development. The fact that public policy is unclear and often inconsistent leads to fragmented and often confusing laws, programs, regulations, and administrative actions in both state and local government and agencies.

B. The history of policy coordination in Oregon:

Attempts at policy coordination in Oregon have been discouraging. A publication entitled, The Quest for Coordination (Intergovernmental Relations Division of the Executive Department, 1974), notes that Oregon has pursued the establishment of a policy coordination mechanism unsuccessfully since 1934. Oregon is one of the few states that does not have a central policy coordinating and planning agency in connection with budgeting and other governmental action. The report states that maintaining openness to differing viewpoints alone does not facilitate or even allow long range policy development.

Another publication, The Reins of State Government (Intergovernmental Relations Division, 1974), points out that Oregon has grown in size and complexity, with increasingly diverse communities. At the same time public expectations for public services and the problems that must be solved have increased dramatically. The article maintains that an "office for policy and program development", or similar agency, could help avoid chaos and could lend congruence by linking together the public and private sectors throughout the state, and could provide a public forum for discussion of issues, and ultimately leadership and direction.

State government in Oregon is a $1.5 billion business. Few businesses of this size attempt to survive without a serious effort to do extensive research and develop policies and actions in a thoughtful and systematic manner.

C. The federal picture:

Practices and decisions of the national government influence, and often determine, policies and actions at the state and local level in Oregon. Decisions made by the U.S. Supreme Court, laws passed by the U.S. Congress, and the initiative, creativity and flexibility shown by the administration each have significant impact on families and children in our state. On a day to day basis, federal influence probably is felt most through the provision of funds and the manner in which funds are administered. Through the 1930's, 40's and 50's the federal relationship was a partnership with the states. The federal government essentially assisted states to do what they already had decided needed to be done. In the 60's this changed to programs that were totally federal - thought up, designed and administered in Washington D.C. State government frequently was totally bypassed. During this time communities and states became more aware

of citizens needs, and some of these needs were met. However, the gap between expectations and performance grew, and the number and complexity of federally inspired programs produced fragmentation and lack of coordination.

In the late '60's a bipartisan movement developed known as "New Federalism", which attempts to establish a federal - state - local partnership. State government would again have a significant role in planning programs and determining how they are administered. A recent circular from the DHEW Committee on Children states in part:

> "The Department of Health, Education, and Welfare, as well as the larger federal establishment, is increasingly relying on state governments for human service program development and administration. There is probably no greater fragmentation of service programs than in the children's field. DHEW is beginning the complex task of pulling together an overview of children's programs which will indicate the extent of programs, budgets, target populations, and results -- as a prelude to more focused planning and program development.
> "At the state level program responsibility is usually split along categorical lines and also involves a multiplicity of agencies and organizational arrangements. State agency directors have considerable difficulty planning together on behalf of children, both because appropritae mechanisms are not readily available, or day to day operational problems interfere. Even though states may reorganize services under an umbrella agency, this does not insure joint planning and program development.
> "The problem is also evident in the relationship between state agencies and local jurisdictions. Many states are decentralizing program planning, monitoring, and funding to sub-state regional areas and find different agencies dealing with children have different regional boundaries, different concepts of regions, and different responsibilities.
> "The impact of these kinds of problems is well documented by all levels of the federal system. For example, every White House Conference on Children makes a number of recommendations regarding better coordination of children's services. The Futures of Children, a report of the Project on Classification of Exceptional Children, gives considerable thought to methods of better co-ordination, including the development of statewide comprehensive plans. The report states 'fragmentation and duplication of services for handicapped, disadvantaged, and delinquent children and youth have been documented and denounced for decades by committees, study commissions, and conferences. The report of the Project on Classification of Exceptional Children merely swells the chorus'[1]"

The chart on page 29 is only one example of hundreds that could be offered by the Task Force to demonstrate the confusion and difficulties produced by how the federal offices do business. The lines are at least as complex for the other offices in DHEW; in addition, there are social programs in the Department

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[1] The Futures of Children, Nicholas Hobbs (Jossey-Bass Publishers) page 258

Housing and Urban Development, Agriculture and others.

We found total agreement throughout the state on one point - federal dollars are at best a mixed blessing! But given the realities of limited local funds, state and local government in Oregon are not likely to stop accepting money from the federal level, even with all the attendant problems.

It is extremely important that the Office for Children at the state level be able to affect federal policies and practices as they are being developed, so that Oregon does not just react to federal initiatives. The Office for Children should also be able to monitor the effect of federal actions, especially actions of the Offices of Education, Health and Welfare. The Office should support those actions having beneficial results, and work vigorously to change those having adverse effects on our families and children.

CONCLUDING STATEMENT

Throughout this report, the Task Force has maintained there are three critical problems that must be addressed: (1) Oregon must devote more resources to a child's early development (2) public measures should be based on more coherent policies and (3) public policies should be rooted in communities. The Task Force is convinced that the most effective approach is to focus on strengthening the effectiveness of families in raising their children, and preparing young adults for their role as parents.

The Task Force believes that the Office for Children and its councils can ensure policies and programs focusing on the prevention of handicapping conditions and contributing to the fullest development of Oregon's children.

WHY OREGON DOES NOT HAVE COHERENT POLICIES FOR CHILD DEVELOPMENT
Major Constraints the Task Force Identified

At the Federal Level

1. Inconsistency exists within and between federal departments and offices regarding: (a) support of state responsibility for service delivery, (b) planning vs. compliance, (c) how federal programs are managed, and (d) the role of federal regional offices.
2. The "categorical program" approach works against a coordinated policy approach at the state and local levels.

At the State Level

1. No single structure is responsible to develop and recommend long range public policy.
2. State service agencies almost always must restrict their planning to programs for the next budget period.
3. No objective structure analyzes incompatible goals and practices in different agencies.

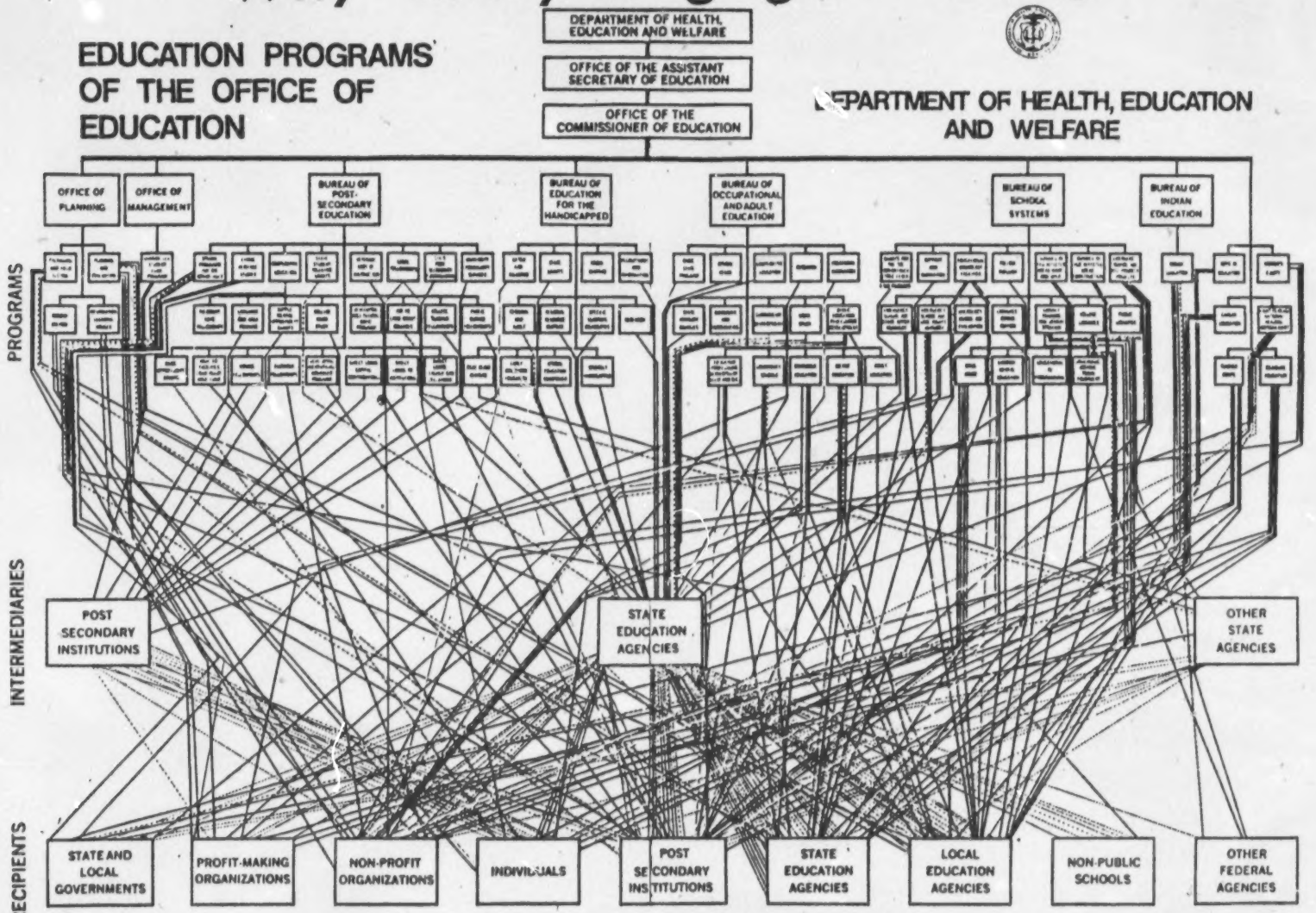
At the Local Level

1. Most communities have no structure responsible for long range public policies.
2. Most communities do not have a structure to coordinate state, federal and local programs.
3. Most communities do not have a mechanism for systematic citizen participation in the development of policies and programs.

At All Levels

1. "Public policy" is defined by programs--policy must be inferred from what the program is intended to do.
2. The "program" mentality and approach works against the development of long range coherent public policy.
3. Sound policy development commonly is not understood or considered a high priority.
4. Advocacy groups are splintered.
5. Professionals and agencies protect their "territory" and prerogatives.
6. Existing fragmented programs concentrate on limited aspects of certain identified children, rather than the "whole" child, family, and community.

Why everything goes wrong



ONE REASON WE NEED AN OFFICE FOR CHILDREN : This graph, published by the Office of Management and Budget, reflects our present approach to programs affecting families and children. If state and local government are caught in such webs, what happens to a child?

MAJOR CONTRIBUTIONS

TO THE WORK OF THE TASK FORCE

MAJOR CONTRIBUTIONS TO THE WORK OF THE TASK FORCE

	EVENT	PURPOSE	PARTICIPANTS
I.	Series of study groups sponsored by GCOY - Jan. - Sept. 1974	What action could be planned to focus Oregon's attention on Early Childhood Development.	GCOY, Private physicians, clergy, business, elected officials and an increasing number of Federal, State and local citizens, planners, and decisionmakers.
II.	"October Retreat" - Major two-day meeting sponsored by GCOY in October 1974.	Determine what was needed to plan more effectively for the development of children.	50 participants: SDE, DHR, CSD, State office and local workers, MHD, OSHD, GCOY, Portland Public Schools, Teachers, Principles, IED Resi., Private Child Care Agencies, Free clinics, Metro 4-C, MIC, Legislators, Private practitioners, Psychologists, M.D.s, OB-GYN, Psychiatrists, Juvenile Courts, LWV, CC, Business leaders, Clergy, Media (as participants)
II.	Grant of $55,00 per year from OCD,DHEW.	Support work of the Task Force.	Region X OCD,DHEW; LWV of Oregon as fiscal agent.
IV.	One & a half day Regional Conferences in Ontario, Eugene, Coos Bay, Medford, Astoria, & Oregon City.	Seek input re: need for a new structure, criteria it should meet, concern for Early Childhood.	460 local citizens and planners from local private and public agencies, local government, private organizations, local State agency personnel.
V.	In-depth interviews.	Seek opinions re: present planning processes, condition of children.	28 individuals -in local and State DHR, MHD, CSD, Juvenile Court, public & private agencies and organizations.
VI.	Questionnaires to licensed drivers from DMV list.	Seek input from citizens concerning status of children, need for different type of planning.	600 citizens who returned their questionnaires. (30% returned)
VII.	State agency participation in work of the Task Force.	Linkage to and expertise from state agencies.	2 staff from CSD; 1 from SDE,OSHD, MHD, and GCOY.
VII.	Other participation.	Ongoing input from interested groups and citizens.	President of OAEYC, representative from State 4-C Council, 8-10 volunteers.
IX.	Questionnaires to 225 agencies.	Seek agencies' opinions about whether they are involved in policy development, policy setting, program planning, coordination, or service delivery.	175 public and private agencies in Oregon (70% return)
X.	Testimony from experts.	Feedback, judgments about proposed structure.	Administrator, IGR Div., Supt. of Public Instruction and three top staff, administrators of Private agency, Chairman of State 4-C Council, Director of Lane 4-C Council, MIC, CRAG, and drafter of original DHR reorganization legislation.

II.	Questionnaires, with background explanation to 2,500 Oregonians.	Written response to and analysis of proposed structure.	750 citizens, planners, agency staff, educators. (30% return)
II.	In-depth interviews.	Analysis of proposed structure.	DHR dir. & deputy dir.; Supt. of P.I. & member of SDE; heads of IGR,CSD,MHD,OSHD,PWD; local govt. officials; other organizations and planning groups.
II.	Communicate with Governor's staff.	Keep Governor informed of TF directions, seek input from Governor's office.	Participation of Governor's liaison person in TF meetings; conferences between liaison and TF Chairman, and Project Director, provision of material.
IV.	Presentation to public meeting.	Provide information, seek input to design.	OAEYC Annual Meeting, May 1976 - 500 people. Citizens for Children Forum - 200 people. CC Annual Meeting, November 1975 - 100 people. N.W. Regional Mental Health Forum, Sept.'75 - 400 people. Foster Care Workshop, April 1976.
IV.	Presentation to official committees and councils.	Familiarize important decision-makers with findings, recommendations of the TF; obtain feedback and recommendations.	Legislative Committees(Human Resources, Corrections), ECC, DDC, TF on Special Education, Gov. Council on the Handicapped, SDE, OLEC, Juvenile Justice Advisory Committee.

Key to Abbreviations:

GCOY	=	Governor's Commission on Youth	MIC	=	Migrant & Indian Coalition
DHR	=	Department of Human Resources	OAEYC	=	Oregon Association for the Education of Young Childre
CSD	=	Children's Services Division	OLEC	=	Oregon Law Enforcement Council
MHD	=	Mental Health Division	ECS	=	Education Commission of the States
LWV	=	League of Women Voters	CRAG	=	Columbia Region Association of Governments
CCD	=	Office of Child Development	TF	=	Task Force
DHEW	=	Department of Health, Education and Welfare	PWD	=	Public Welfare Division
DMV	=	Department of Motor Vehicles	CC	=	Citizens for Children
IGR	=	Intergovernmental Relations	OSHD	=	Oregon State Health Division
ECC	=	Education Coordinating Commission	SDE	=	State Department of Education
DDC	=	Developmental Disabilities Council	PI	=	Public Instruction

Some Facts About Us...

LAST WEEK IN OREGON . . .

People were married . . . and

-- 370 couples were married

-- 300 couples were divorced

of 300 divorcing couples, 180 had children at home

300 children were affected by their parents divorce

People had babies . . and

-- 644 babies were born

: 5 were still born

: 6 will die this month

: 3 more will die before their first birthday and 14 more before the age of five

: 36 were born premature and nine of them were not born in a hospital

: 19 will be mentally retarded

: 1 has cerebral palsy and 6 will have a learning disability

-- 212 babies had "high risk" mothers

: 2 new mothers weren't yet fifteen

: 100 were teenagers

: 21 were over 35 years of age

: 92 already had four or more children

-- 5 new mothers had no prenatal medical care and another 25 had care only in the last trimester

Children lived in their families . . . and

-- 11 children were reported physically abused and 6 of these were under six years of age

-- 150 children were reported as runaways

-- 3,500 children were in public foster care

APPENDIX

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State of Oregon

OFFICE OF THE GOVERNOR

EXECUTIVE ORDER NO. EO-76-7

CONTINUATION OF EARLY CHILDHOOD DEVELOPMENT TASK FORCE

The Governor's Task Force on Early Childhood Development was created on December 24, 1974. It's mission is to plan and implement a statewide policy on early childhood development.

IT IS HEREBY ORDERED AND DIRECTED that the Governor's Task Force on Early Childhood Development is continued within the Governor's Commission on Youth until April 30, 1977.

The primary mission of the Governor's Task Force on Early Childhood Development is to determine the need and composition of a structure to develop statewide planning in the interest of all children in Oregon in conjunction with the Governor's Commission on Youth.

The Task Force shall consist of the present members and such others as the Governor may appoint for a total of 15 members. Membership shall be composed of three (3) members of the Governor's Commission on Youth; and others from private agencies, elected officials and the public.

The officers and members shall each have one vote. They shall receive no recompense for their services, nor will their expenses be paid from state funds.

The primary source of fiscal support for Task Force activities and expenses shall be the federal funds provided by the Office of Child Development, DHEW; Task Force activities shall be in conformance with the requirements of that grant.

IT IS FURTHER ORDERED AND DIRECTED that the Children's Services Division, Mental Health Division, Department of Education, Health Division, and the Governor's Commission on Youth and other appropriate state agencies shall continue to cooperate with the Task Force, and shall provide staff and technical support when appropriate and to the extent possible within existing budgets.

IT IS FURTHER ORDERED AND DIRECTED that the Task Force report regularly to the Governor's Commission on Youth, and to the Legislative Interim Committee on Human Resources, other Legislative Committees, and to the 59th Legislative Assembly. The Task Force shall submit a preliminary written report of its findings and possible legislative recommendations on or before December 15, 1976; further, a complete written report of Task Force activities, findings and recommendations shall be submitted to the Governor on or before April 30, 1977.

IN WITNESS WHEREOF, I have hereunto affixed the Seal of the State of Oregon this 19th day of February, 1976.

Governor

ATTEST:

Secretary of State

ROBERT W. STRAUB
GOVERNOR

Governor's Commission On Youth

555 13th STREET N.E., SALEM, OREGON 97310 PHONE 378-4185

November 23, 1976

Governor Robert W. Straub
State Capitol
Salem, Oregon 97310

Dear Governor Straub:

Following a year of extensive research and deliberation, the Task Force on Early Childhood Development concluded that there is a need for a structure to develop coherent policy planning in the interest of all children in Oregon --with an especial emphasis on children in their early years.

During the second year, the Task Force has worked tirelessly to design such a structure that would work effectively.

In its Executive Summary Report to you, the Task Force has recommended that the State of Oregon create an Office for Children within the Governor's Office. The Office for Children would be guided by a policy board and tied in mutual support to local communities. The Office would provide a structure for planning long-range goals and program policies; for enhancing intergovernmental cooperation; for collecting and distributing information; and for stimulating citizen awareness of the needs of children.

At their November meeting, the members of your Youth Commission voted unanimously to urge your support of the Task Force recommendation and to solicit your continued assistance in determining the most practical way in which to implement that recommendation.

Sincerely,

Jean Babson

Jean Babson, Chairman

CHILDREN'S SERVICES DIVISION

DEPARTMENT OF HUMAN RESOURCES

COMMUNITY COORDINATED CHILD CARE COUNCIL

20 Brae Burn Drive Eugene, Oregon 97405

ROBERT W. STRAUB
GOVERNOR

CLEIGHTON PENWELL
Director

DEPARTMENT OF
HUMAN RESOURCES

• • •

FRED SEGREST
Administrator

MARJORIE BROWN WRIGHT
State 4-C Council
Chairperson

September 24, 1976

Muriel Goldman, Chairperson
Task Force on Early Childhood Development
Governor's Commission on Youth
Salem, Oregon 97310

Dear Muriel:

As indicated in our previous correspondence, the Oregon State 4-C Council has further reviewed the Task Force proposal and we herewith forward our second report.

The Planning and Evaluation Committee, which is chaired by Jeannette Kerns, directed the Council's examination of the Task Force Proposal. Upon the Committee's recommendation during our September 10, 1976 business meeting, the council adopted by a vote of 13-0, the following resolution:

> The State 4-C Council endorses the statement of intent of the proposal. The outline of functions for the state, district, and local levels is appropriate. The proposed plan for structure is not fully endorsed with respect to the composition of the state and district commissions. However, the Council fully supports the principle of flexibility in the proposal for allowing localities to use existing structures of their choice to act as a local commission.

You may be interested in knowing that committee and council discussion included some hesitancy in accepting the rationale for having both a district council and local council. There was also question concerning how the Task Force Proposal utilizes existing structures (this was noted in our previous correspondence to you).

As you may know, the State 4-C Council is the legislatively created citizens' advisory board to the State Children's Services Division in relation to day care services in all child care programs. Decision-

Cont/...

"IT IS THE PURPOSE OF ORS 418.373 TO 418.399 TO PROVIDE FOR LOCAL GOVERNMENT AND PUBLIC PARTICIPATION IN DAY CARE PROGRAMS"

making is by the vote of duly chosen members of the State 4-C Council, which consists of Governor's Appointees and delegates chosen by each of the 15 district 4-C Councils.

The vote of the Oregon State 4-C Council in the above resolution was as follows:

DISTRICT	Delegate	Vote
Clatsop-Tillamook 4-C	William Liberty	Absent
Metro 4-C (Portland area)	Vacant	-
Mid-Willamette Valley 4-C	Bernie Thurber	Absent
Linn-Benton-Lincoln 4-C	Jean Schreiber	Yes
Lane County 4-C	Esther Smith	Absent
Douglas County 4-C	Vida Jane Phillips	Yes
District 7 (Coos-Curry 4-C)	Fran Brookins	Yes
Jackson-Josephine 4-C	Audrey Soderberg	Yes
The Dalles 4-C	Rosemary Wolfe	Yes
Crook-Deschutes-Jefferson 4-C	Darla Grubman	Yes
Klamath-Lake 4-C	Jeannette Kerns	Yes
Blue Mountain 4-C	Nancy Padilla	Yes
Northeast Oregon 4-C	Pam Still	Yes
Harney County 4-C	Patti Baird	Absent
Migrant & Indian Coalition	Judy Grijalva	Yes
Governor's Appointee	Helen Gordon	Excused
Governor's Appointee	Marjorie Brown Wright	Yes
Governor's Appointee	Maria Rodriquez	Yes
Governor's Appointee	Tad Hadgert	Yes

Sincerely,

Marjorie Brown Wright, Chairperson
State 4-C Council

MBW:dt

MULTNOMAH COUNTY OREGON

MENTAL HEALTH SECTION
ADMINISTRATIVE OFFICES
426 S.W. STARK, 7TH FLOOR
PORTLAND, OREGON 97204
(503) 248-3691

COUNTY COMMISSIONERS
DON CLARK, Chairman
DAN MOSEE
ALICE CORBETT
DENNIS BUCHANAN
MEL GORDON

November 30, 1976

Governor's Task Force on Early Childhood Development
Office of the Youth Commission
555 N.E. 13th
Salem, Oregon 97310

Dear Task Force Members:

I am writing this letter on behalf of the Interagency Planning Body of Multnomah County to voice our strong support of the work of the Task Force in general during these past 18 months and, specifically, to voice our strong support of the recommendations they are presenting to your office.

Polciy setting and interagency planning for services for children is a badly needed service statewide. It is particularly needed in Multnomah County, the largest County in the State. Our planning body, made up of administrative representatives from Region I, CAS, Mental Health, Health, Juvenile Court and Portland Public Schools as well as private providers and citizen's groups (see enclosed membership list) was formed in February of this year (1976). It was a local response to just such a need. We have been meeting regularly to coordinate planning, to facilitate comprehensive service delivery, utilizing current resources and to fill gaps in service.

As chairperson of the committee, one of my duties has been to follow the activities of the Task Force very closely. Muriel Goldman addressed the group in September and we voiced our unanimous support of her recommendations. Of particular importance to us was the structure allowing for local input as a focal point to planning and policy setting. We have learned, from our own experience, that in order to adequately set policy and plan, the people setting about this task must (1) be experts in the systems to be effected, and (2) must remain autonomous from the budgetary demands of the system for which they are setting policy. This would best be facilitated by setting up a structure, as recommended by the Task Force, whereby these individuals would be part of the Executive Branch.

In closing, let us once again commend you for a job well done.

Respectfully,

Pat Hoffman, Chairperson
Interagency Planning Body

PH/CH

MULTNOMAH COUNTY OREGON

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MEL GORDON

INTERAGENCY PLANNING BODY LIST

Guy Hancock, Albertina Kerr
Julian Taplin, Morrison Center
Ross Miller, Parry Center
Larry Miller (or designated representative) CSD (Region I)
Hal Ogburn, Juvenile Court (Or designated representative)
Bruce Stanley, Tri Community Council
Dr. Richard Sonnen (or designated representative), Portland Public Schools, Special Education
Karen Gritzka, League of Women Voters
Designated representative, Citizens for Children
Pat Hoffman, Multnomah County Mental Health
Mary Lou Henrich, Community Health Nursing
Tanya Collier, 4 C's
Julie McFarlin, Metropolitan Youth Commission
Ron Milstein, Multnomah County Mental Health

oaeyc

OREGON ASSOCIATION FOR THE EDUCATION OF YOUNG CHILDREN

3300 SW Ridgewood Rd.
Portland, Or. 97225
Nov. 27, 1976

Ms. Muriel Goldman, Chp'n.
Task Force on Early Childhood Development
555 13th Street NE
Salem, Oregon97310

Dear Muriel and Task Force Members,

As President of OAEYC I wish to express the appreciation of our members for the great amounts of time and effort you have spent on behalf of children in Oregon and to support the general conclusions of your report.

Our members, who are the parents, friends, teachers and caregivers in direct and daily contact with young children and their families, are acutely aware of the importance of these early years in the process of human educational and social development. Our own experience and a vast amount of national research supports your emphasis on "prevention" and the need to allocate a greater share of the state's resources to services that affect young children. We are also dedicated to the concept of the "whole child" i.e. that education and health and social development are intricately interrelated factors that cannot be adequately planned or provided for as separate components. We support the idea of an "Office for Children" that would bring together the various agencies and departments to plan and coordinate their responsibilities and which would place the emphasis on the needs of children rather than the administrative body.

Because our members represent different parts of the state and various professional and para-professional points of view we believe we are in a strong position to speak for and about the needs of young children in Oregon. The recommendations of the Task Force address those needs and I hope that we can help to achieve them.

Sincerely,

Pat Munro

Patricia D. Munro

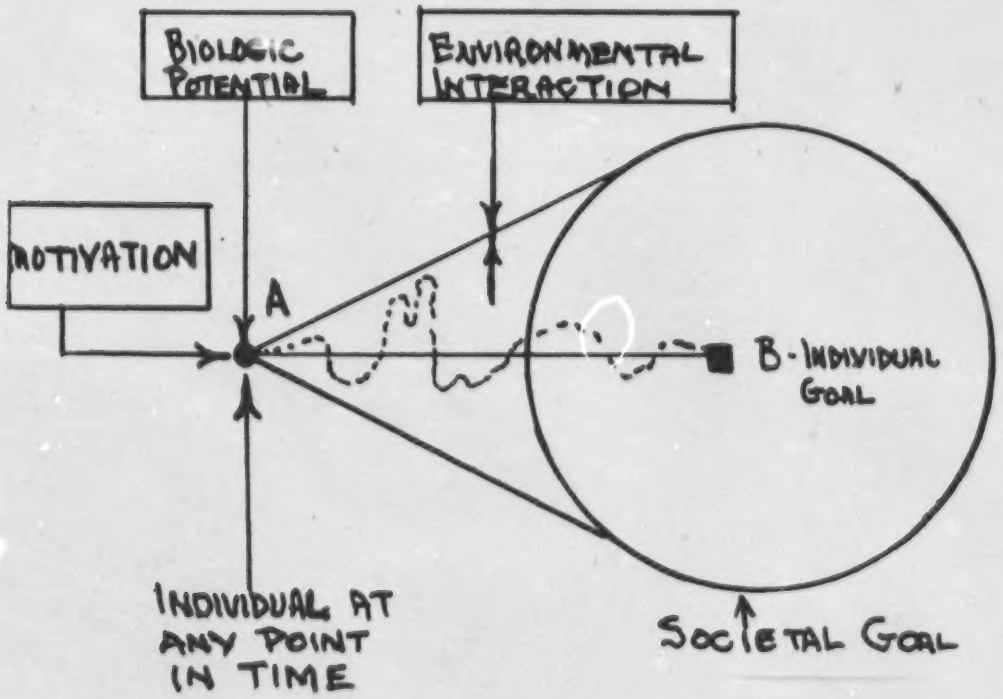
EARLY CHILDHOOD DEVELOPMENT

POSITION STATEMENT

Underlying the philosophical base for the position statement of the Task Force on Early Childhood Development are the following assumptions:

1. Every individual is unique, and has a unique combination of strengths and needs.
2. A necessary condition to the survival of society is that the strengths of some people be available to meet needs of others.
3. One goal of society is to help its members develop so that their skills (or strengths) may be contributed to meeting their own needs or the needs of others; that is, this goal is to promote the development of contributing persons.
4. The nature and extent of the contribution generally need not be predetermined in a free society -- any contribution is enough.
5. People have long term goals, or can be led to develop longer term goals toward which they are willing to work.

The diagram following illustrates a part of the life of one individual as seen using the above assumptions:



In this example, we'll look at one individual at some specific time, labeled A on the diagram. Society has an interest in promoting his development toward becoming a contributing member of society. (Any other societal goal that includes promoting individual development in a valued direction could be substituted). The large circle represents the societally acceptable goal area. The point labeled B is the specific goal selected by this individual, and it is within the societally acceptable area, so it is in the interests of that society that the person achieve the goal. An ideal situation might be illustrated by a straight line from A to B -- direct and steady progress toward goal achievement. A more realistic expectation would be the broken wandering line -- faster at times, slower at others; changing course off and on, but, in general, progressing toward the desired goal.

Consideration must be given to what factors will influence the outcome; how far the person will go and in what direction. The first factor is the biologic potential -- what the person is at this time, in the biologic sense, and what the person has the capacity to become.

The second factor is the environment to which this person has been exposed. In this context, we are speaking of the total environment -- physical, social, emotional, and intellectual. As the person develops over time, his biologic potential is modified (enhanced or damaged) by elements in the environment. This is a reciprocal sort of interaction, because while a person is modified by his or her environment, he or she also modifies that environment.

The third factor is more difficult to define or categorize, but might be called "motivation" -- the driving force within people that leads them to want to move forward.

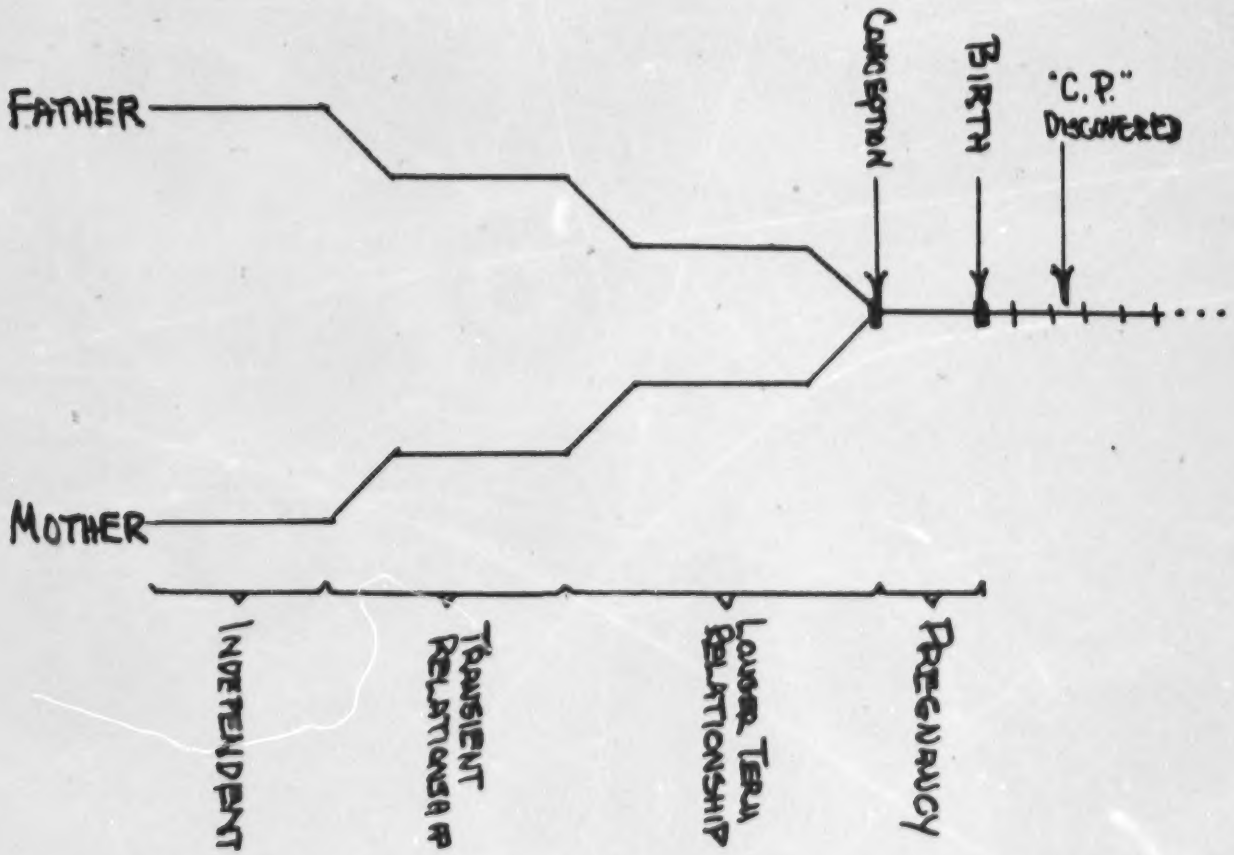
If we have accepted the assumption that it is in society's best interest that this person move toward the selected goal B, then helping services, acting as the agents of that society, will act in three ways:

1. To improve and protect biologic potential.
2. To ameliorate the environmental interaction.
3. To stimulate and support motivation.

From this concept comes the definition for Prevention as intended here. Prevention is the conservation of strengths -- recognizing, defining, protecting, and promoting the development and wise use of strengths toward meeting personal goals. It is directed toward preventing failure of development in a desirable rate and direction, and failure to progress toward meeting personal goals.

Arguing over the merits of remedial care versus preventive care is, to some extent, beside the point, since remedial care can be a part of preventive care, while the opposite is also true. It is probable that the real argument is over a remedial point of view as compared to a preventive point of view. A remedial point of view tends to be exemplified in a service which becomes active only after a problem is identified, limits its interventions to attempts to correct the problem, and then subsides into inactivity as far as that individual is concerned. If this service had a preventive point of view, it would seek out contacts with people in its target population, look at the whole situation of the person contacted, define strengths and needs (including problems presenting or found), consider how progress toward the person's goals is possible, and proceed to help the person move in that direction. This obviously must include remedying problems found to the extent possible.

A specific example of the possible application of preventive techniques follows:



Let us suppose for the sake of illustration that we are dealing with a situation in which a 2½-year male child is discovered to have a probably severe degree of cerebral palsy. Investigation reveals that this disorder is probably due to anoxia that occurred in the first few days of life because the infant was premature and had Respiratory Distress Syndrome. Further inquiry revealed that the infant was prematurely born due to his mother's physical immaturity during pregnancy (she was 16 at the time of the baby's birth).

The chart diagrams the various stages of the relationship between the mother and father, and then conception, pregnancy, and birth of the baby, followed by the person's life marked off in years.

The question to be dealt with is: what kind of preventive measure applied at what times might have influenced or might influence the long term outcome in this situation?

1. Primary prevention: the prevention of any adverse effect.

   Example: At any point prior to conception, provision of education in human sexuality and reproduction, counseling, and family planning might have led to postponement of pregnancy until the mother-to-be was physically mature enough to be reasonably assured of a full term pregnancy. This would have avoided any adverse effects.

2. Secondary Prevention: Early recognition of an adverse situation and treatment to prevent or reduce the long term adverse effect.

   Example:

   a. Early in pregnancy, the high risk situation is recognized, and responsibility for care is shifted to a resource specifically set up to deal with it. Premature birth might not be prevented, but the newborn infant would be under the best possible circumstances to reduce the chance of anoxia and resultant cerebral palsy.

   b. The infant is under unusually close supervision because he is at high risk of showing developmental deficits at a later time. Due to the close supervision, neurological asymmetry is recognized in his early months, before any other signs of cerebral palsy occur. Early treatment (orthopedic, physical therapy, etc.) can significantly reduce long term effects.

The long term purpose of the Task Force on Early Childhood Development is to promote the enhancement of early childhood development.

EARLY CHILDHOOD DEVELOPMENT:

The rate and direction of development in early childhood depends on many interrelated factors, including: genetic and cultural heritage; the health, maturity and comfort of the mother before, during and after the pregnancy; and the physical, social and emotional environment into which the child is born and nurtured. Given loving nurturance which meets needs, builds on strengths, anticipates and builds protection against undue harm, and encourages independence, the child has the best possible chance to achieve his or her own unique potential.

DISCUSSION:

The responsibility of the Task Force is to propose a method whereby a new or existing public body is given the charge, the encouragement, and the means to have a positive influence on early childhood development. This body might act by collecting information, study, analysis, planning, evaluation, proposing, publicizing, and advocating. Its field of endeavor might cover all factors influencing early childhood development, and existing or potential services that might ameliorate those influences.

Development is the complex process by which a germ cell becomes a fetus, and then an infant, and finally an adult relating to a complex world. This includes physical change and growth and maturation; achievement and continuing improvement of increasingly complex motor skills; the growth of the capacity to perceive, and to interrelate perceptions and experience; the growth and maturation of a system of values as a basis with experience for judgment in selecting alternatives; and growth and maturation of the capacity for emotional perception and response.

Although certain commonalities may be detected in the rate and direction of development in persons grouped by age or by other factors, no two individuals would ever be found identical in detailed investigation. While values, positive and negative, have been attributed to group findings, they do not apply to individuals. Individual development-

al assessment is useful in assisting in the non-judgmental evaluation of strengths and needs, and in estimating how best to help the individual set and achieve his or her goals.

The genetic heritage of a child is based on the genetic material derived from the mother and father as modified by the child's environment. The wide range of values, practices, traditions, and attitudes that represent cultural heritage strongly influence the environment.

The mother is a critical part of the child's environment, so that her condition and her environment become important. If she is healthy, mature, well prepared to be a parent, and living in a warm secure arrangement, the chance that she will be a positive influence is good. While some improvement in an adverse situation is possible through good comprehensive prenatal care, nothing can really substitute for good preparation before conception.

The environment that influences child development includes the physical, social, emotional, and intellectual environment. The environment may have a positive effect, through being warm, safe, supportive, exciting, comfortable, secure, pleasing, and providing good models. It may have a negative effect through being dangerous, deprived, insecure, depressing, uncomfortable, harsh, and providing no or poor models. Each individual's environment is a unique mixture of positive and negative influences constantly changing over time. There is a reciprocal relationship, so that while persons are profoundly influenced by their environment over time, they also profoundly influence their environment.

Active, loving, nurturing care is freely offered without requiring acceptance or participation. Nurturing care involves the search for ways to be supportive and to meet needs wisely and with warmth. Such care involves an active search for potential strengths which, protected and promoted, can contribute to growing independence from a need for care. It involves the non-judgmental acceptance of the person and environment and personal and family goals, respecting the importance of personal choice, but also involves the attempt to insure that choice is an informed decision from the widest possible variety of alternatives.

Because of the infinite variety of details of heritage, environment, motivation, and goals available, and because resources for assistance are limited, and only some alternatives may be chosen while others are otherwise determined, every individual is unique, and has a unique potential, but will encounter limits in achieving the individual's

potential or goals. While it is probable that no one achieves full potential, and that unavoidable disasters will occur, and that some adverse situations cannot be changed and must be converted to opportunities, it is equally probable that the majority of people could, under better circumstances, make more progress towards a fulfilling kind of achievement. All of us should have this opportunity.

This Position Statement was developed by Rhesa Penn, M.D., Director, Maternal and Child Health Section, Oregon State Health Division and adopted by the Governor's Task Force on Early Childhood Development September, 1976.

THE RELATIONSHIP BETWEEN THE DEVELOPMENT OF PUBLIC POLICY AND COMPREHENSIVE PLANNING

I. Introduction: The charge by the Governor to the Task Force on Early Childhood Development was to "determine the need and composition of a structure to develop statewide planning in the interest of all children in Oregon;" the Task Force was also told to "plan and implement a statewide policy on early childhood development." Terms such as Policy, Public Policy, Comprehensive Plan, Policy-making, and Planning have very different meanings to different people, and therefore create problems and confusion. Comprehensive plans should be governed by public policies. If public policy is not clear and coherent, then planning is difficult, uncoordinated between different agents, and produces increased fragmentation and inefficient effort.

The Task Force determined early on that Oregon and the nation have unclear and fragmented policies concerning family life and children, which result in uncoordinated and often contradictory laws, regulations and programs. Planning for program delivery is, therefore, uncoordinated and ineffective. Efforts must be focused on the processes and steps that can produce a more consistent and coherent public policy on family life and child development, if planning for programs is to be more productive.

II. Public Policy can be defined as a governing principle, plan, or course of action developed to address issues which are important, complex, interrelated and almost always controversial. In a democracy, public policies are essentially agreements between people that enable the society to predict and/or describe how individuals will act in order that society can achieve its goals. Public policies are always political, since they require some resolution of competing and often conflicting values and attitudes, and involve the allocation of public resources in the public interest.

A plan is any detailed method, formulated beforehand, for doing or making something (Webster's Dictionary). Administrative or management planning is a method for implementing or achieving a public policy. Planning is one of five major management functions (the others are Control, Organization, Coordination, and Motivation) directed towards the accomplishment of a task assigned by policy-makers.

Adopted by Governor's Task Force on Early Childhood Development, September 1, 1976.

DISTINCTIONS BETWEEN POLICY DEVELOPMENT AND ADMINISTRATIVE PLANNING

POLICY DEVELOPMENT

I. Policy Development: should be a systematic process by which society determines through public negotiation (1) the exact public need or problem; (2) the available alternatives; (3) what will be done by whom, and resources to be provided.

II. Systematic policy development should:

1. identify basic questions and force their consideration and resolution by decisionmakers.
2. work to achieve consensus concerning which public needs or problems will be addressed.
3. determine more rationally the allocation of scarce resources between the physical, economic and social areas.
4. clarify the roles of state and local governments, agencies and organizations, and identify the need for linkage between these elements.
5. improve communication and motivation between citizens, governmental agencies, and organizations.

PLANNING

I. Planning: should be a systematic process by which management organizes the use of its resources to achieve the desired results in addressing a problem which has been identified and determined by the policy makers.

II. Systematic management planning should:

1. identify and force consideration of questions that need resolution by higher management.
2. provide a method of coordinating the activities of units, and of consolidating activities when appropriate.
3. help make intelligent program decisions, especially in the use of allocated resources.
4. clarify each manager's responsibility in relationship to superiors, subordinates, and other managers at the same level.
5. improve communication, understanding and motivation within and between agencies.

POLICY DEVELOPMENT

III. Steps in systematic Policy Development:

1. determine where society is in relation to identified goals.
2. prioritize public policies or needs, recognizing limitations of time and resources.
3. identify strategies, including what safeguards must be observed, and what agency should be assigned the responsibility to meet the need or to correct the problem.
4. how will improvement in the quality of life be evaluated?

PLANNING

III. Steps in systematic management planning:

1. determine where the agency is in relation to the assigned goals.
2. prioritize goals and objectives, recognizing limitations of time and resources.
3. determine approach and methodology to be utilized within the agency, including (a) who is responsible for assigned outcomes, (b) cost, and (c) resources each will have.
4. how will achievement of objectives be evaluated?

DIFFERENCES BETWEEN PLANNING AND POLICY DEVELOPMENT

	Scope and Subject Matter	Time for Planning	Time for Accomplishment	What is Evaluated?
Policy Development	The determination of comprehensive goals of society for the human services, physical and economic areas, and the allocation of resources among these areas.	Ongoing and Long Term (usually ten years, often much more).	Ongoing and Long Term (usually ten years, often much more).	Has the status of society improved? Is the quality of life better?
Program Planning	Broad human service areas such as "Health", "Education", "Social Services".	Three to five years	Current budget period usually updated annually.	Has there been an overall improvement in the status or condition of individuals?
Project or Operations Planning	To use the resources which are budgetted to deliver services to address a problem or need as determined by the policymakers.	Normally one year or less.	Normally one year or less.	Did individuals receive service intended by policymakers?

SURVEYS

Two surveys were conducted in the course of the second year work of the Task Force. The first was to obtain feedback during the time when the proposal for a structure was reaching the stage of its final revisions. A second was to get an indication of the extent of policy-making currently existing in state and local government.

I. A survey was sent out early in August 1976 to 2,500 Oregonians. It constituted an attempt to reach all people who had expressed interest in the work of the Task Force as well as professionals, agencies, and officials. Materials were sent to respondents sufficient to describe the tentative proposal, and background information in brief form was also included. A questionnaire asked respondents about some of the key concerns of the Task Force in formulating the structure. Returns from the questionnaire were over 20% and much valuable commentary was received. The feedback was carefully reviewed by members of the Task Force. The many ideas and points of view received enabled the Task Force to proceed more knowledgeably in finalizing its recommendations.

Materials to follow : Cover Letter
Summary Statement
Tentative Proposal
Questionnaire

II. The second survey was conducted in cooperation with the State Mental Health Division and required a mailing to some 220 agencies or governmental entities around the state. A questionnaire sought self-report from a representative of each respondent agency in an effort to determine the extent to which the agency in the survey did policy making, planning, coordination, or service delivery. Definitions were given to respondents in an effort to increase reliability. However, the survey was essentially exploratory and preliminary to a more detailed study soon to be sponsored by the Education Commission of the States. Key findings of this survey insofar as the Task Force was concerned included revealed lack of consistency in defining policy and planning as well as the diversity of the origins of policy. Fifty percent of the respondents said that they did planning affecting children and a quarter of the returns acknowledged making policy pertaining to children. Survey conducted in October 1976.

Materials to Follow: Cover Letter
Questionnaire
Definitions

ROBERT W. STRAUB
GOVERNOR

Governor's Task Force On
EARLY CHILDHOOD DEVELOPMENT

555 13th STREET N.E., SALEM, OREGON 97310 PHONE 378-4185

Dear Fellow Citizen:

We are writing to you because of your previous interest in the work of the Governor's Task Force on Early Childhood Development --your reaction is important to us! We are enclosing a summary of the Task Force's activities and recommendations, a tentative model for your review, and a brief questionnaire. Your response will take but a few minutes.

Recognizing the critical importance of home and parents in the early life of the child, we have designated our product as a new planning structure for "family life and child development." This planning body is conceived as a way for the citizens of Oregon to develop or modify governmental policy at all levels as it affects families and therefore children. Currently, such coherent comprehensive planning for children is lacking.

The Task Force has identified the following purposes for the recommended structure --please keep these in mind as you review our work:

(1) To strengthen the capacities, to support and utilize the efforts of local communities to develop and implement coherent policies on early childhood development;

(2) To work toward a more coherent, effective and comprehensive policy for early childhood on a statewide level;

(3) To focus on the prevention of handicapping conditions and to encourage the maximum development of all young children.

Since you have special expertise in the field, we hope that you will take the time to evaluate this proposal very carefully. Please regard the questionnaire items as merely a starting place. Your very thoughtful appraisal now may assure that our effort makes Oregon a better place for children.

We need a response from you by September 2 in order to prepare our report for the Governor on time.

Sincerely,

Muriel Goldman

Muriel Goldman, Chairperson
Governor's Task Force on Early
Childhood Development

Enc: Summary
Model
Questionnaire

Summary

GOVERNOR'S TASK FORCE ON EARLY CHILDHOOD DEVELOPMENT

MEMBERSHIP OF TASK FORCE

Muriel Goldman, Chairperson
Portland

Don Miller, Vice-Chairperson
Corvallis

Jean Babson
Portland

Judy Cooper
Salem

Dr. Penelope Garrison
Portland

Beverly Herzog
Monmouth

Margie Holmes
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Diane James
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David Judd
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Dr. Otto Kraushaar
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Jean Nelson
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Honorable Mary Rieke
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Glen Dugger
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Dr. Rhesa Penn
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Patrick Eaton
Childrens Services

Jean Spaulding
Dept of Education

Bob Harris
Childrens Services

Tom Sullivan
Gov Comm on Youth

BACKGROUND

In October 1974, the Governor's Commission on Youth, increasingly concerned by the need for coordinated planning and for more comprehensive programs for early childhood development, sponsored a major, two-day retreat to discuss the subject. Nearly fifty experts, representing a variety of public and private organizations and agencies, including state education and human resource personnel, attended the two-day conference.

The conference group requested that the Governor establish a Task Force to determine the need for a policy development structure.

In December 1974, Governor Tom McCall, with the endorsement of Governor-Elect Robert Straub, issued an Executive Order establishing the Task Force on Early Childhood Development. The Executive Order recognized the need for a "coherent statewide policy on Early Childhood Development" and instructed the Task Force "to determine the need and composition of a structure for planning in the interest of all children."

The state Divisions of Mental Health, Health, Children's Services, the Department of Education, and the Governor's Commission on Youth pledged 1,000 hours of staff time last year, and these agencies will continue to work with the Task Force until the project ends on April 30, 1977. The League of Women Voters is the fiscal agent for a two-year grant of $55,000 per year from the federal Office of Child Development. The grant pays for staff and Task Force sponsored activities.

Task Force members and staff have:

(1) Studied planning and policy development processes in Oregon and nationally;
(2) Identified barriers to coherent policy development and effective decision-making at all levels of government;
(3) Interviewed planners and decision-makers in Oregon;
(4) Randomly sampled the opinions of Oregon citizens through a questionnaire;
(5) Conducted six regional conferences, which were attended by 442 people, concerning policies, planning, and services in Early Childhood Development.

Results of the first year of this project have been significant. These are described as follows by a listing of major findings together with the conclusions derived and a set of recommendations. The Task Force now focuses on developing the structure as suggested during the first phase of the project. Criteria essential to the design has been established and is outlined in the third section of this Summary.

MAJOR FINDINGS

The Task Force found major agreement on the following:

1. Increased efforts and resources should be devoted to children in their early years, to preventing problems, and to strengthening community and family life.

2. Citizens want an effective voice in policies that affect families and children.

3. Further study and dialogue concerning policies which affect early childhood is needed.

4. The nation has fragmented and confusing policies which make it impossible to provide service to the "whole" child or family. The present non-system is frustrating to planners, decision-makers, and service deliverers, and is neither effective nor efficient for the child or family.

5. Citizens object to increasing the number of quick, simplistic programs for complex, difficult problems, and to adding more layers to the service delivery systems.

6. Policies, to be more coherent and effective, must be rooted in community uniqueness.

The Task Force identified five major areas which need to be expanded or strengthened in Oregon:

1. A method to identify and help resolve major policy issues.

2. Support from the State and Federal level for community policy development and decision-making.

3. Mechanisms for citizens to participate while policies are being developed, and to affect how they are carried out.

4. Availability of information on programs and research from the international, national, and statewide levels.

5. Clarification of roles and responsibilities of different levels of governments, between the public and private sector.

TASK FORCE CONCLUSIONS

1. The total healthy development of all children from preconception through their early years should be a high priority of the people of Oregon. Almost all state dollars and resources go into remedial and crisis programs; practically none address the conditions which produce problems for families and children.

2. Programs, to be effective, must be based on public policies that are known, logical and clear.

3. For programs to become more coherent and cost-effective, the State and Federal governments should support local and regional efforts to meet the needs of their own communities and citizens.

4. Communities need a structure to develop policies for Early Childhood that are effective and comprehensive.

5. The policy-development structure should be established by law.

TASK FORCE RECOMMENDATIONS

1. Oregon should create a structure to develop policy planning in the interest of all children in Oregon, with emphasis on children in early years.

2. The structure should be established by law.

3. The law should define and support significant local participation (citizens and consumers as well as professionals and elected officials).

4. Policy planning might best be accomplished by a Commission for Children at the state level with counterparts or councils at the local level.

5. Whether the Legislature creates a new Commission with local Councils, or revises an existing structure(s), the primary accountability and policy formation should be assigned to District and Local Councils. Responsiveness to these Councils should be built into the design of the State Commission, and local concerns should be addressed clearly as recommendations for statewide policy are developed.

CRITERIA

The Task Force concluded that the State and District and/or Local Councils, as they are designed during the next year, should carefully and completely meet the following criteria with regard to its essential characteristics:

1. Broadly representative of the state and committed to the establishment of, and responsive to, area and/or local counterparts, recognizing that -
   a. Each community is unique.
   b. Local people want to influence decisions affecting their community.

2. Established by the Legislative Assembly, because -
   a. The Legislature is the primary maker of public policy for the state.
   b. Stability and continuity need to be ensured.
   c. The Legislature provides statewide representation.
   d. The Legislature approves expenditures for programs.

3. Assured of support from the Executive Branch of state government, because -
   a. The Executive Branch has the responsibility to implement policy, and has a major role in the formulation of policy.
   b. Exchange of information to the Executive Branch of government is important.
   c. The Governor is the chief state-wide elected officer.
   d. The Governor has a critical role in the budget process.

4. Not administratively a part of any department, division, or agency that has responsibility for delivery of services to children nor involved in the management of ongoing programs, because -
   a. To avoid creating a new super-structure.
   b. To ensure objectivity in examining existing programs as they relate to the total needs of children.
   c. To be free from statutorily prescribed demands to operate programs, which would dominate planning functions.

5. Able to provide sufficient funds and/or assistance to councils to enable them to function in a stable and effective manner, because -
   a. Local Councils must have staff help to function effectively.
   b. Local Councils should solve local problems on a local level when possible.

6. Sensitive to changing conditions and problems affecting families and children, so that -
   a. Changing conditions of family, community, and society are continuously recognized.
   b. New causes of problems, which result from rapid social change, can be identified and addressed.
   c. New solutions may be used when available.
   d. Decision-makers can focus on conditions as well as specific problems.

7. Capable of representing the interest of children in all major areas affecting family life and the development of children, including, but not limited to, human service agencies, education, medicine and health, employment, transportation, land-use planning, business, unions, agriculture, and other sectors, because -
   a. A child lives in a total world, not in a world described or predetermined by government structures or programs.
   b. Decision in one area often affects the lives of children and family members with repercussions in other areas.

8. Able to collect and research knowledge and material on an international, national, and statewide level, and convey pertinent information to policy and program planners, to service deliverers, and to the public, because -
   a. People in Oregon consistently expressed a need for more information.
   b. Policy-makers need accurate up-to-date information on which to base decisions.
   c. Knowledge is essential to good policy planning and for insuring public support.
   d. Information needs to be available across agency lines.

9. Capable, in addition to receiving state general funds, of seeking and receiving funds from the federal government, foundations, and individuals in order to stimulate and support public dialogue, research on policy development, demonstration projects, and action proposals of delivery agencies, because -
   a. Policy development needs to be sensitive to, but protected from shifting political climates.
   b. The best possible use should be made of all available monies for Oregon's children.
   c. It supports creative development without dependence on funding from traditional existing agencies.

CRITERIA (Continued)

10. Able to develop mechanisms to monitor its own activities, because -

    a. Policy-makers and the public, as well as the Commission and Councils, need to be able to assess the effectiveness and responsiveness of policies through on-going feedback from consumers and citizens.
    b. The Commission and Councils need to be accountable for functions and responsibilities assigned to them.

Purposes and Functions

The Tentative Proposal drafted by the Task Force is described in a separate four page document which sets forth purposes, functions, and organizational alternatives. In reading the proposal, it is important to keep in mind that it employs the efforts of concerned citizens in a process -- through which there must be understanding of the problems affecting early childhood development and of the implications of all government policies that pertain.

Focus is not just upon service delivery systems or even the broader goal of coordination between agencies -- though this may be a concern -- but rather this organized citizen participation effort must look at the composite of factors affecting early childhood development. Coherence is obtained through the shared understanding of governing principles to address important and complex issues. The result is an observance of the way conflicting values and attitudes are resolved in the public interest which becomes a basis for planning.

Functions are to be specified for three levels of citizen participation (Local-District-State) which are complementary rather than hierarchical. Each has a different role. The organizational alternatives proposed are a large, mostly elected State Commission as opposed to a smaller, governor-appointed state commission. Local councils would seek to assure representative citizen involvement. District level organization bridges between local and state. A Citizens Advisory Board with a member from each District would augment the smaller commission. Professional input is built into the design through Technical Advisory Boards. It is expected that the entire citizen effort would be assisted by adequate staff support.

Power is not to be derived from an ability to deliver services or from an authority to control program. Budgets would be affected only as the development of policy suggests certain priorities. The structure is to serve as developer of new governing principles which can be adopted by legislators and decision-makers. If given strong sanction and an opportunity to realize its potential, this can be an innovation capable of articulating goals and obtaining consensus relative to the needs of young children and their families.

WHAT'S NEXT

The Task Force on Early Childhood Development concluded that certain functions must be expanded and strengthened in Oregon and that a State Commission and local Councils might best accomplish what is needed. In February 1976, Governor Straub continued the Task Force for a second year to complete its original mission. During this year, the Task Force is:

1. Explaining Task Force conclusions to decision-makers and the public.
2. Further defining how the Commission and local Councils should be designed.
3. Developing a complete report to the Governor and Legislature concerning Task Force findings and recommendations.

To accomplish these goals, the Task Force is meeting with State and local governmental bodies, boards, councils, agencies, and citizen groups. With information from these sources, the Task Force is developing recommendations concerning:

1. How a statewide policy development structure should relate to existing public and private structures and processes.
2. The exact design and functions of local councils for children.
3. How local councils will relate to a State Commission.
4. Cost projections for effective operation.

During its efforts, the Task Force will continue to be guided by the conviction of members that we must find a way to prevent expensive disabling problems, and to strengthen the ability of parents to provide for the development of their children.

Governor's Task Force on Early Childhood Development

Tentative Proposal

This is a three-part description of the tentative proposal developed by the Early Childhood Development Task Force for presentation to the citizens of Oregon. The proposal in its present form has been sent to over 2,500 interested persons for review and a questionnaire was included to elicit comment. It is anticipated that feedback will be received during the month of September and a final revision will be made to the Governor and the State Legislature.

As part of its effort to communicate with the public, members of the Task Force are meeting with various groups around the state who have expressed interest in the welfare of children. This is in acknowledgement of the fact that such organizations will ultimately assert themselves to guide the elected representatives who must enact the enabling policy development legislation.

Intent, function, and structure are described within these four pages. Key principles essential to the proposal are as follows: (1) The structure should be established by the Legislature -- assures permanence and legitimacy. (2) The structure must be committed to the establishment of and responsiveness to local councils -- assuring public involvement and participation. (3) The structure on both state and local levels must be separate from any agency having responsibilities for the delivery of services, and it must not be involved in managing ongoing programs -- making it more objective.

Persons reviewing this proposal should keep in mind that it is based upon the following three purposes: (1) To strengthen the capacities, to support and utilize the efforts of local communities, and to develop and implement coherent policies on early childhood development; (2) To work toward a more coherent, effective and comprehensive policy for early childhood on a statewide level; and (3) To focus on the prevention of handicapping conditions and to encourage the maximum development of all children.

Established in December of 1974, the Task Force has developed its findings from an intensive two-year program -- including -- surveys of Oregonians, regional citizen participation workshops, interviews with planners and administrators, evaluation of other state models, and other various approaches adopted by the individual task force members. Many hundreds of Oregonians will have participated in the development of this proposal.

Part 1 - Intent

If we believe that the well-being of the State of Oregon depends upon the well-being of its citizens . . . .

> then Oregon's children should be regarded as its most treasured resource
>
> and
>
> helping families provide for the fullest possible development of their children should be a priority of the highest order for the people of Oregon.

As individuals, families, and as a state we are expending great amounts of effort and energy in raising our children -- so they will be happy, healthy, active, and responsible -- so they will become self-sufficient, productive, and healthy adults.

In spite of our efforts and in too many instances, too many children -- in all kinds of families -- display serious problems in behavior, health, and learning.

The job of the Task Force is to design a structure (organization) on both the state and local levels that will link the knowledge, skill, resources, and efforts of all people and organizations in child development into an orderly system . .

> one that will assure the availability of help to support and strengthen family life
>
> one that will assure that families can get the right things at the right time

. . . so that more children will be well-adjusted and healthy . . and fewer will need remedial help or be dependent.

The proposed structure will not deliver services; rather, it will provide for a long-term state plan, will stimulate interagency cooperation, will collect and distribute information, and "encourage public discussion on the needs of families and children."

Part 2 - Functions of the Structure

FUNCTION	STATE LEVEL
ORGANIZATION FUNCTION	Formulate, design and implement structures of state and local organizations defining relationships which will assure efficient and effective exchange of information, proposals, and interaction between Commission and local Councils. a. Formulate and adopt policies and procedures for the operation of the state organization. b. Establish guidelines for use by district and local councils in organizing and setting procedures, i.e., membership, conduct of meetings, reports, etc. c. Make technical assistance available on organizational functions to local councils. d. Provide technical assistance or organizational support for district councils.
RESEARCH INFORMATION COLLECTION AND DISTRIBUTION	Inform and involve the Commission, the Councils, and the public on developments, information, and issues related to family life and child development. a. Develop policies and methods of information and public involvement on family life and child development applicable on state and local levels. b. Collate and organize information from local Councils to provide state-wide information on conditions and services regarding family life and child development. c. Gather, analyze, and compile research and reports on family life and child development from within and outside the state. d. Provide information and literature on family life and child development, with emphasis on early childhood, for state and local uses. e. Provide technical assistance to councils on family life and child development information and public involvement policies and methods. f. Publish information for use by public agencies, i.e., directory of statewide services on planning for, nurturing and raising children.
POLICY PLANNING SYSTEM	Design, implement and maintain an ongoing planning system for family life and child development. a. Provide a system for planning for family life and child development for use by district and local councils and the State Commission. b. Develop uniform procedures and instruments for the planning system. c. Provide technical assistance to councils on planning functions. d. Adopt statewide goals for desired conditions for family life and child development. e. Participate in state planning affecting family life and child development which arises from state or federal legislative requirements (Title XX, Social Security Act, Comprehensive Health Planning). f. Submit proposals to Governor and legislature on policies and programs relating to family life and child development. g. Develop and include an evaluation design for each service and/or program proposed in the state plan.
PLAN AND POLICY IMPLEMENTATION	Submit plan, including policies and specific service proposals on family life and child development to Governor and legislature.
MONITORING	Review plans, programs and budgets of state agencies related to family life and child development. Advise Governor and legislature of consistency with established state policies and plans.
CONSULT AND ADVISE	Consult and advise state agencies on state family life and child development policies.
REVIEW FEDERAL LEGISLATION AND REGULATIONS	Examine existing and proposed federal legislation and policies which affect ability of state and communities to promote family life and child development; disseminate results of these studies to appropriate officials and public.
ADVISE GOVERNOR	Advise Governor on state agencies to be designated as federal prime sponsors for administering fed funded family life and child dev progrs
IDENTIFY FUNDING SOURCES	Seek and identify sources of public and private funds available for family life & child development; impartially advise all agencies, private and public throughout state who are providing services to children and families of availability of funds; give assistance where needed in preparing application for such funds.
EVALUATION	Implement and maintain a system to evaluate the results of planning and policy proposal work done by the Commission.

FUNCTION	DISTRICT LEVEL
ORGANIZATION FUNCTION	Organize district councils on family life and child development to assure local council involvement and participation. a. Formulate and adopt policies and procedures for the district organizations. b. Provide assistance in the organization of local councils. c. Provide technical assistance to local councils on organizational functions. d. Arrange and schedule annual conference in each district. (Establish rules and procedures for conducting district conferences.)
RESEARCH INFORMATION COLLECTION AND DISTRIBUTION	Inform and involve the Commission, councils and public on developments, information, and issues related to family life and child development. a. Collect and assemble information from local councils on existing conditions and services for the state commission. (Where no local councils exist, the district will collect data on local conditions.) b. Distribute information available from state level to local councils. c. Provide assistance to local councils in development of public and private forums and events on family life and child development topics and issues.
POLICY PLANNING SYSTEM	Implement and maintain an ongoing planning system for family life and child development. a. Develop application of the planning system for district use. b. Organize procedures for district to carry out planning requirements. c. Provide technical assistance on planning functions. d. Adopt district goals for desired conditions for family life and child development. e. Participate in district planning affecting family life and child development which arises from state or federal legislative requirements (Title XX, Social Security Act, Comprehensive Health Planning).
PLAN AND POLICY IMPLEMENTATION	
MONITORING	
CONSULT AND ADVISE	Consult and advise district and county agencies and organizations on family life and child development policies.
REVIEW FEDERAL LEGISLATION AND REGULATIONS	Examine existing and proposed district and county legislation which effect family life and child development. Represent child development policies and point of view to elected officials and legislative bodies.
ADVISE GOVERNOR	
IDENTIFY FUNDING SOURCES	Disseminate information on public and private funds available for family life and child development.
EVALUATION	

FUNCTION	LOCAL LEVEL
ORGANIZATION FUNCTION	Organize local councils on family life and child development to assure citizen involvement in child development planning, programs and policy-making. a. Formulate and adopt policies and procedures for operation of the council within guidelines established by the state organization. b. Establish procedures for reporting information and issues to district council and state organization. c. Select delegates and participants to regional conferences.
RESEARCH INFORMATION COLLECTION AND DISTRIBUTION	Inform and involve council members and the public on development, information, and issues related to family life and child development. a. Develop policies and methods on information and public involvement on family life and child development as related to local needs. b. Collect data and information on local level regarding family life and child development -- e.g., conditions, services, organizations, activities, events. Provide results to district council and State Commission as well as for local use. c. Provide information and literature on family life and child development for local use. d. Arrange and sponsor public and private events on family life and child development topics, issues and unmet local needs. e. Provide assistance to local organizations who are studying or investigating topics and issues regarding family life and child development.
POLICY PLANNING SYSTEM	Implement and maintain an ongoing planning system for family life and child development. a. Develop application of the planning system for local use. b. Organize and implement procedures for carrying out local planning, i.e., collecting information, using data instruments provided by the State Commission. c. Develop reports based on local data for use by local organizations, agencies and governments. d. Participate in local planning affecting family life and child development which arises from state or federal legislative requirements (Title XX, Social Security Act, Comprehensive Health Planning).
PLAN AND POLICY IMPLEMENTATION	Submit plan, including policies and specific service proposals on family life and child development to local governments and organizatns.
MONITORING	
CONSULT AND ADVISE	Consult and advise local agencies and organizations on family life and child development policies.
REVIEW FEDERAL LEGISLATION AND REGULATIONS	Examine existing and proposed legislation which affects family life and child development. Represent family life and child development policies and point of view to elected officials and legislative bodies.
ADVISE GOVERNOR	
IDENTIFY FUNDING SOURCES	Disseminate information on public and private funds available for family life and child development.
EVALUATION	

Part 3 - Structure

STATE LEVEL

ALTERNATIVE I - Large Commission

4 commissioners appointed by the Governor

14 commissioners elected - one from each of the 14 state administrative districts (3 yrs overlapping terms)

1 commissioner - state senator
1 commissioner - state rep
1 commissioner - Direct of DHR
1 commissioner - State Superintendent of Public Inst.
1 commissioner - Administrator Inter-Governmental Relations Div - Exec Dept.

23 = Total Number Commissioners

OR

ALTERNATIVE II - Small Commission

Commissioners will be appointed by the Governor, with three year overlapping terms. The appointments will include persons representative of the general population who are not employed by or operate public or private child serving agencies. Suggested size would be five to eleven members.

The first phase, for both models, will be to complete the organizational functions (see page 2, Function 1) on the state, district, and local levels. This will probably require a series of workshops throughout the state to provide local inputs on the organizational plans and policies. If the large commission model is adopted, the start-up will, of necessity, be by an Interim Commission with District Commissioners appointed by the Governor. The interim commission will be responsible for the organizational phase; the representative commission will take over when the district commissioners have been elected.

Technical Advisory Boards

The Commission will appoint professionals to Technical Advisory Boards to provide advice in resolving questions in areas such as mental health, health, nutrition, education, developmental disabilities, etc.

PLUS

Citizens Advisory Board

A small commission, in addition to the Technical Advisory Boards, will need a Citizens Advisory Board for consultation, advice and recommendations on matters relating to existing conditions, adoption of goals, and in developing state plans on child development. The Board will be composed of members elected to represent each of the 14 Districts.

DISTRICT LEVEL

ALTERNATIVE I - District Council Model

District Councils will be organized in each of the state administrative districts. Their purpose will be to assist the Commission in assisting local councils, and in forwarding information and requests from local councils to the Commission. At least one staff coordinator will be assigned from the Commission staff to each district council. District councils, acting for the Commission, shall encourage, recruit and assist in organizing local councils.

OR

ALTERNATIVE II - Staff Model

The State Commission shall provide staff, stationed in each district to provide technical assistance and consultation to local councils, and to collect information from coucils for use by the Commission. Consider placing staff with COG's where possible.

LOCAL LEVEL

Local councils shall be organized to assure representative citizen involvement. Councils shall have at least nine members, the composition of which shall include: (a) citizens (not in other listed categories) minimum of 50%; (b) elected officials; (c) professionals serving children and families. At least 75% of the council membership shall be parents.

The organization of the councils will be voluntary, and to a large extent dependent upon the interest of local citizens. Wherever possible, such councils shall be sponsored by local governments. Where this is impossible, councils may be organized by representative citizens. Where local organizations exist that meet criteria, they may become the local councils.

The area designated as local requires flexibility to meet the range of conditions throughout the state. Any of the following shall be acceptable, subject to local needs:

Local Government:	School:
Neighborhood Association	Attendance Area
City	District or Sub-District
Contiguous Communities	IED

Questionnaire

During the past year the Task Force has met with hundreds of Oregonians throughout the State, in six regional workshops, and with many organizations, groups and individuals. The Task Force has tried to include the ideas people voiced in the meetings. In this proposal, functions necessary to achieve the purposes (stated in the cover letter) are assigned to each of the organizational levels (state - district - local).

Now the Task Force wants your opinion as to how well the proposal meets these major concerns.

---

1. People expressed concern about citizen involvement; that local Councils would be able to impact on needs assessment, planning and shaping of policy that would affect the community.

   In your opinion, will the proposal achieve this?

   _____ Adequately

   _____ Inadequately

   If inadequately, why? _____

   _____

   _____

   _____

2. People expressed concerns about communication; that there would be provision for an effective, responsive two way flow of information, needs and issues between local and state levels, and between agencies and organizations on each level.

   Will the proposal achieve this?

   _____ Adequately

   _____ Inadequately

   If inadequately, why? _____

   _____

   _____

   _____

3. The Task Force is still considering several alternatives:

   a. About the organization (page 3), which size commission do you favor?

      _____ Larger; why? _____

      _____

      _____

      _____ Smaller; why? _____

      _____

      _____

b. About the district organization model, would district Councils serve useful purposes for the Local Council and for the State Commission?

_____ Yes

_____ No

If yes, what purposes would be served? _____

_____

_____

_____

4. In designing the Local Council, the Task Force has attempted to provide flexibility to adapt to and be responsive to local needs. What suggestions can you offer to strengthen local council organization and function?

_____

_____

_____

_____

5. In setting out State Commission functions, the Task Force is concerned that there are adequate provisions for working with public and private agencies and organizations involved in early childhood development. How can this be strengthened.

_____

_____

_____

_____

6. The Task Force is concerned that the proposal meets its key goals; that there are adequate provisions in the proposal to assure the organization addresses the prevention of conditions handicapping children and maximizing child development.

Will the proposal achieve this?

_____ Adequately

_____ Inadequately

If inadequately, why? _____

_____

_____

_____

_____

ROBERT W. STRAUB
GOVERNOR

Governor's Task Force On
EARLY CHILDHOOD DEVELOPMENT

555 13th STREET N.E., SALEM, OREGON 97310 PHONE 378-4185

September 22, 1976

Dear Director:

On behalf of the Governor's Task Force on Early Childhood Development, may I ask your assistance? We are doing a survey to determine how much policy-making and planning is now being done by government that affects children. You can help us by providing information pertaining to your jurisdiction or agency on the enclosed questionnaire.

Please give this request prompt attention since our Task Force faces a deadline and must bring its work to a conclusion. Your response should be received by us no later than October 7, 1976.

For your information, a sheet is enclosed giving a brief statement of the charge to the Task Force, and explaining our definitions of "policy" and "planning". We appreciate your help.

Sincerely,

Muriel Goldman

Muriel Goldman, Chairperson
Governor's Task Force on Early
Childhood Development

Enclosures

QUESTIONNAIRE

Please return by October 7, 1976 to:

Governor's Task Force on Early Childhood Development
555 - 13th Street, N.E.
Salem, Oregon 97310

Agency Name _____

Address _____

Contact Person _____ Telephone _____

Please check the appropriate boxes below:

1. Do the responsibilities of your program include the following related to children?

- ☐ Policy-setting
- ☐ Planning
- ☐ Coordination
- ☐ Service delivery

2. At what organizational level are the above carried out?

- ☐ Statewide
- ☐ Regional (state defined)
- ☐ Council of Governments
- ☐ County
- ☐ Community
- ☐ Agency

3. Are you identified by statutes or executive order _____ or by your community _____ as responsible for policies and planning related to children.

4. Does your program participate with others in developing policy and planning for children? (i.e., COG's, Administrative districts).

Yes _____ No _____

This questionnaire prepared through the courtesy of participating staff of the State Mental Health Division and the Task Force office.

FOR DEFINITION:

THE RELATIONSHIP BETWEEN THE DEVELOPMENT OF PUBLIC POLICY

AND

COMPREHENSIVE PLANNING

I. Introduction: The charge by the Governor to the Task Force on Early Childhood Development was to "determine the need and composition of a structure to develop statewide planning in the interest of all children in Oregon." The Task Force was also told to "plan and implement a statewide policy on early childhood development." Terms such as Policy, Public Policy, Comprehensive Plan, Policy-making, and Planning have very different meanings to different people. As it is to be defined herein, public policies should govern comprehensive plans. If public policy is not clear and coherent, then planning is difficult, uncoordinated between different agents, and produces increased fragmentation and inefficient effort.

The Task Force determined early in its work that Oregon and the nation have unclear and fragmented policies concerning family life and children, which result in uncoordinated and often contradictory laws, regulations and programs. The planning for program delivery is, therefore, largely ineffective since it lacks clear direction. A more consistent and coherent public policy on family life and child development is needed if planning for programs is to be more productive.

II. Public Policy can be defined as a governing principle, broad plan, or course of action developed to address issues which are important, complex, interrelated, and almost always controversial. It is conceived that public policies are essentially agreements between people that enable the society to predict and/or describe how individuals will act in order that society can achieve its goals. Public policies are always political, since they require some resolution of competing and often conflicting values and attitudes, and involve the allocation of public resources in the public interest.

A plan is any detailed method, formulated beforehand, for doing or making something (Webster's Dictionary). Administrative or management planning is a method for implementing or achieving a public policy. Planning should be a systematic process by which management organizes the use of its resources to achieve the desired results in addressing a problem which has been identified by the policy-makers. It is one of five major management functions (the others are Control, Organization, Coordination and Motivation) directed toward accomplishment of a task.

OFFICE FOR CHILDREN
PROPOSED BUDGET July 1, 1977 - June 30, 1979

FIRST YEAR

Expenses for members of Interim Board (based on estimate of 12 meetings)		
Travel of members to meetings	$4,000.00	
Reimbursement of loss of income, child care expenses, as needed	5,000.00	
Meeting expenses	500.00	
TOTAL INTERIM BOARD EXPENSES		$9,500.00
Office for Children		
Salaries		
Admin. (comp. to range 34, step 2)	$26,000.00	
Program Exec. IV (range 29, step 2)	20,400.00	
2 Prog. Exec. II's @ 18,000.00	36,000.00	
1 Admin. Assist.	9,600.00	
1 Clerical Assist.	7,200.00	
	$99,000.00	
5 District staff (Prog. Exec. II's) @ 18,000.00	90,000.00	
Payroll Expense @ 15%	9,450.00	
TOTAL PERSONNEL		$198,450.00
Staff travel In-state	$6,000.00	
Out of state	2,000.00	
TOTAL TRAVEL		$8,000.00
Supplies, books, periodicals, printing		$3,000.00
Contractual		
to support state office	$ 3,000.00	
to support district and local councils	10,000.00	
TOTAL CONTRACTUAL		$13,000.00
Other		
Conferences, meetings in communities	$3,000.00	
Telephone		
Central office 150 x 12	1,800.00	
District staff 100 x 12 x 5	6,000.00	
Total telephone	$7,800.00	

FIRST YEAR (continued)

Rent		
Central office 250 x 12	$3,000.00	
District office 200 x 12 x 5	12,000.00	
Total rent	15,[illegible]	
TOTAL OTHER		$25,800.00

SUMMARY OF FIRST YEAR TOTALS FOR OFFICE FOR CHILDREN INTERIM BOARD AND OFFICE EXPENSES

Expenses of members of Interim Board	9,500.00
Personnel	
State Office for Children and District staff	198,450.00
Travel	8,000.00
Supplies, publishing, printing	3,000.00
Contractual	
for Office for Children	3,000.00
for District and Local Councils	10,000.00
Other: rent for central & 5 district offices, telephone, community meetings	25,800.00
TOTAL FIRST YEAR	$257,750.00

SECOND YEAR

State and district offices - same in subcategories, plus 6% for cost of living adjustment		
$257,750.00 + 15,465.00	273,215.00	
Increased contracts with district and local councils by $50,000.00	50,000.00	
TOTAL SECOND YEAR		$323,215.00
TOTAL FOR BIENNIUM		$580,965.00

Copies of this report may be obtained by writing to Ron Marshall, Project Director, Governor's Task Force on Early Childhood Development at 325 - 13th St., N.E., Salem, Oregon 97310